City of

Lake Forest

GENERAL PLAN

CITY OF LAKE FOREST

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Hintz & Balvin	Public Outreach
California Survey Research	Community Survey

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RECORD OF
GENERAL PLAN AMENDMENTS

General Plan Amendment Number	Elements Amended	Subject of Amendment	Date of Amendment
94-01	Land Use Element	Non-Residential Designations - Commercial - allowance for other uses	July 11, 1995
	Land Use Element	Non-Residential Designations - Professional Office - allowance for other uses	July 11, 1995
	Land Use Element	Non-Residential Designations - Light Industrial - allowance for other uses	July 11, 1995
	Safety and Noise Element	Interior and Exterior Noise Standards - religious institutions	July 11, 1995
	Safety and Noise Element	Noise/Land Use Compatibility Matrix	July 11, 1995
95-01	Safety and Noise Element	Consistency with AELUP	May 16, 1995
	Implementation Program	Consistency with AELUP	May 16, 1995

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Introduction

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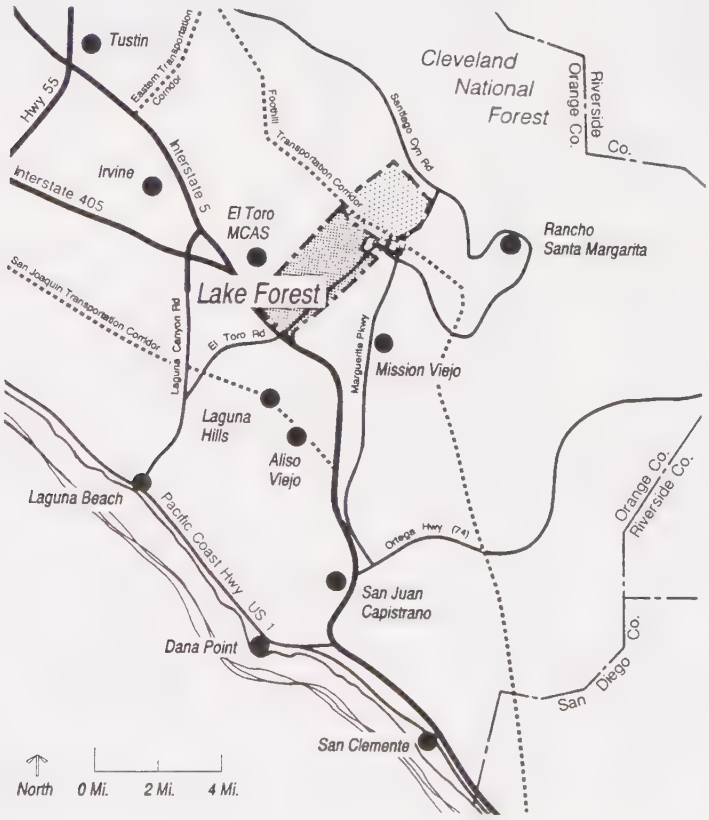
INTRODUCTION TO THE GENERAL PLAN

NEED FOR THE GENERAL PLAN

Located at the site of the historic town of El Toro, the City of Lake Forest is a diverse community of homes, businesses and parks. Over the last twenty years, the Lake Forest area has been developed as a series of Planned Communities among natural and created features such as rolling hills, lakes, creeks and eucalyptus groves. The name of the City refers to the lakes created as part of housing developments built in the early 1970s and the shady, fragrant eucalyptus forests that were cultivated circa 1900 and still exist.

Several of the largest Planned Communities primarily consist of single-family and multi-family development. Families within the community are benefitted by a strong business center that meets part of the service and employment needs of the area. To establish local political control and strengthen community identity and pride, residents organized to incorporate as a city. With respect for the natural and created amenities that make the community distinctive, the residents named the new city "Lake Forest" and incorporation was finalized in 1991. The geographic relationship of Lake Forest to the south Orange County region is illustrated below.



One of the responsibilities of an incorporated city is planning its future growth and development. According to state law, a new city must prepare and adopt its first General Plan as a tool to manage growth and development. The City of Lake Forest General Plan serves as a policy guide for determining the appropriate physical development and character of Lake Forest. The General Plan is founded upon the community's vision for Lake Forest and expresses the community's long-term goals. Implementation of the Lake Forest General Plan will ensure that future development projects are consistent with the community's goals and that adequate urban services are available to meet the needs of new development. The General Plan provides a continuum between the City's unique cultural heritage and the Lake Forest of tomorrow.

LAKE FOREST PLANNING AREA

The Lake Forest Planning Area is located in southern Orange County, about halfway between Los Angeles and San Diego, on the east side of Interstate 5 (see Figure I-1, Lake Forest Planning Area). Adjacent cities include Mission Viejo on the southeast, Irvine on the northwest, and Laguna Hills on the southwest. The unincorporated communities of Aliso Viejo, Leisure World and Santa Margarita respectively neighbor Lake Forest on the south, west, and southeast. The Cleveland National Forest lies immediately east of the Lake Forest Planning Area.

The Lake Forest Planning Area consists of approximately 17.2 square miles (or 10,775 acres). This area includes all of the land contained within the City's incorporated boundaries in addition to the City's sphere of influence. The sphere of influence extends east of the incorporated area and represents the probable ultimate physical boundaries and service area of the City. This sphere area is included in the area covered by the General Plan. The map on the following page shows the range of the Planning Area.

HISTORY OF THE COMMUNITY

Historically, the physical geography of Lake Forest has influenced the use of the area throughout the years. From north to south the topography transitions from the foothills of the Santa Ana mountains to the flat floor of Saddleback Valley. Serrano and Aliso Creeks traverse Lake Forest from the foothills to the valley. The hillsides and valley were originally covered with shrub vegetation and riparian vegetation grew along the creeks.

The first known occupants of the Lake Forest area were the Acagchemem. Acorns from oak trees were the staple of the Acagchemem diet, but wild animals were also hunted for food. Spanish explorers were sent to California during the 1500s to claim land for Spain, and a system of Spanish missions was established in California during the 1700s and early 1800s. The purpose of the missions was to establish Spanish presence in California and to convert the local Indians to Christianity. Mission San Juan Capistrano, built near Lake Forest, exerted influence over the Acagchemem. Some of the Acagchemem adapted to mission life but many died from European diseases. Others attempted to continue their prior lifestyle.

After Mexico became independent of Spain in 1821, the Mexican government took over the mission lands and sold or

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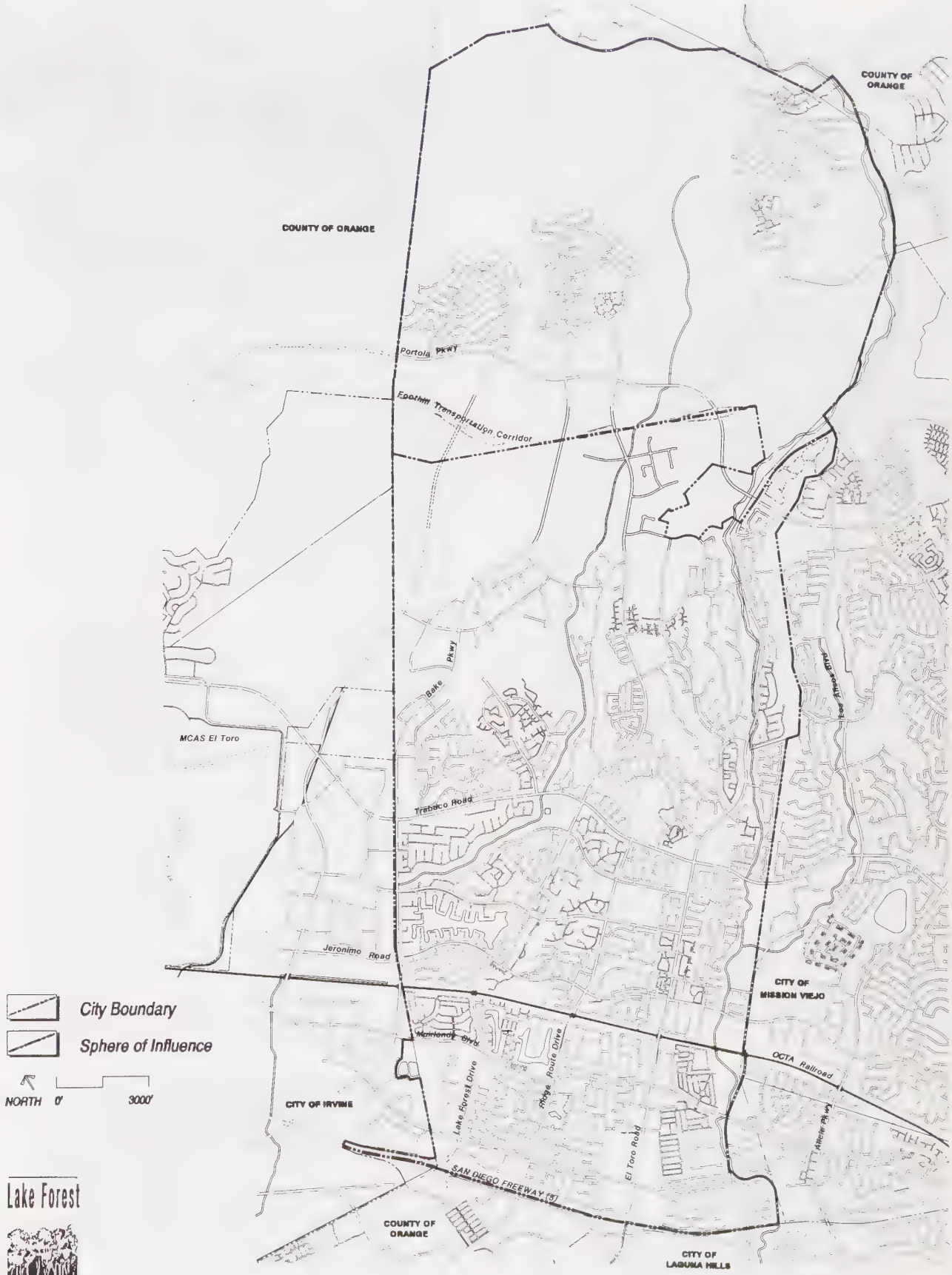
gave the land to men as a reward for service. These land grants were typically called ranchos, or ranches, and were used to graze cattle for beef production. In 1842, José Serrano was granted Rancho Cañada de Los Alisos, ("The Valley of the Sycamores"), which encompasses the modern-day City of Lake Forest. Serrano's rancho totalled nearly 11,000 acres. Like other rancheros, or ranchers, in southern California, Serrano grazed cattle on his land and constructed several adobe homes for his extended family. While managing the cattle consumed a great portion of the rancheros' days, substantial time was allocated for traditional fiestas and the rancheros were known for their endless hospitality.



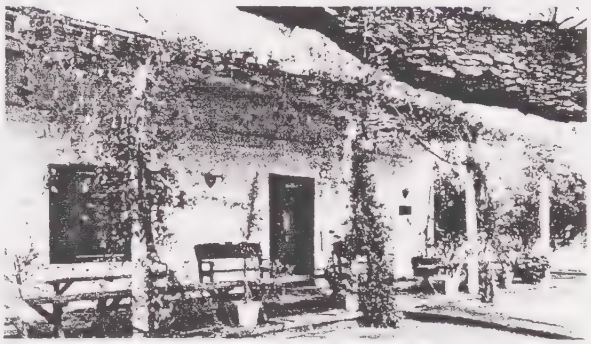
Lake Forest

General Plan

Lake Forest Planning Area

The United States captured California from Mexico during the Mexican War but the United States honored the property rights of the rancheros, including José Serrano. The romantic rancho system faltered during the 1860s due to a persistent drought. Little vegetation grew from lack of water and cattle died by the thousands from starvation. The rancheros were forced to borrow money from American banks to maintain their lifestyle. However, the drought persisted and the rancheros continued to lose money. The rancheros were unable to pay the debt incurred and the banks took over the land. In the case of Serrano's rancho, the bank then sold the majority of the ranch to Dwight Whiting.

Some of the land was bought by several real estate investors who mapped out a town and called it Aliso City. The investors hoped to take advantage of the railroad that ran through the site. Aliso City only attracted a handful of residents and businesses and remained a very small rural town. Another town along the railroad had a name like Aliso City so the residents changed the name of the new town to El Toro. Dwight Whiting bought the town site when the city failed and proceeded with a number of plans over the years to attract new residents and develop the town. Whiting's attempts to make El Toro economically productive included establishing a colony for gentleman fruit farmers, a eucalyptus plantation for construction wood, an olive grove, and dry farming with tenant



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farmers. Whiting's plans for El Toro were responsive to the climate and to the limited amounts of groundwater for irrigation. The success of Whiting's endeavors was typically limited by periodic years of drought. In the meantime, homesteads were established around El Toro, and the homestead families worked their land and performed odd jobs to earn cash money.

About 1920, citrus fruit production was made possible in El Toro by new technology for drilling deeper wells to obtain greater amounts of irrigation water. The new crop was hugely successful and the cultivation of extensive orchards permanently changed the appearance of the El Toro landscape. Downtown El Toro served as a shipping point and commerce center. Just as important, downtown served as a social focal point where families from near and far came together. One of the most important attractions of downtown El Toro was the community hall which housed dances, wedding receptions, church services, club meetings, school

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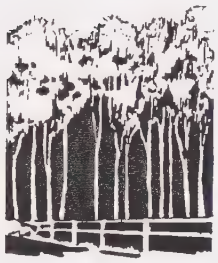
graduations, and other social events. The town did not begin to grow substantially until the 1970s. The local groundwater supplies were too limited to support urban development and imported water infrastructure was not extended into the area until the 1960s.

Several Planned Communities were developed during the 1970s and 1980s. Lakes were constructed in some of the communities to provide unique recreational opportunities and develop a distinctive community image. Citrus groves were replaced with single-family homes, commerce centers and parks, and a modern suburban landscape evolved. Residents of El Toro organized in 1989 to turn the area into a city. Lake Forest was the name favored by the local residents and in 1991 the City of Lake Forest became the thirty-first city to incorporate in Orange County.

The dreams of the "Aliso City" founders for a dynamic city finally materialized some 100 years later. While the face of the landscape has evolved from the natural terrain of the Acagchemem to the modern day city, the spirit of human ingenuity and productivity persists. Present day residents enjoy the mild weather and mountain vistas that attracted the Spanish rancheros and American farmers, and the emphasis on family and community life endures as the City of Lake Forest moves towards the 21st Century based on its "vision for the future."



Vision for the Future of Lake Forest

To guide future growth and development in the City, the "Vision for the Future" of Lake Forest is the foundation of the General Plan and the sustaining basis for its goals, policies, and programs:

"In the future, Lake Forest is envisioned as a community supported by active citizen participation and involvement. Major public activity areas will create a distinctive, individual identity for the City that relies upon the established image of lakes, creeks, forests and open space. Fiscal stability, and necessary public services and facilities will be sustained through the expansion of economic activities and retention of existing businesses.

Expansion of the transportation system and services will improve access throughout Lake Forest. Improved recreational facilities and open space will offer a sense of place and connection with the community's natural setting. The neighborhoods of Lake Forest will provide a diversity of housing and a sense of safety and well being. Working co-operatively with other public agencies to address issues and opportunities of mutual interest, Lake Forest will provide an attractive, safe, and healthy environment in which to live, work, and recreate."

PURPOSE OF THE GENERAL PLAN

California state law requires each City to adopt a comprehensive, long-term General Plan to guide the physical development of the incorporated city and any land outside of the city boundaries which bears a relationship to its planning activities. In essence, a city's General Plan serves as the blueprint for future growth and development. As a blueprint for the future, the plan must contain policies and programs designed to provide decision makers with a solid basis for decisions related to land use and development.

The Lake Forest General Plan addresses many issues that are directly related to and influence land use decisions. In addition to land use, state law requires the Plan to address circulation, housing, conservation of natural resources, preservation of open space, noise environment, and protection of public safety (Section 65302 of the California Government Code).

These issues are discussed to the extent that they apply to Lake Forest. The Plan also covers topics of special and unique interest, such as growth management and recreation.

According to state law, the General Plan is the primary document the City utilizes to regulate land use. Consequently, the Zoning Ordinance, Specific Plans, and individual public and private development proposals must be consistent with the Plan goals, policies and standards.

ORGANIZATION AND USE OF THE GENERAL PLAN

The City of Lake Forest General Plan contains goals, policies, and plans which are intended to guide land use and development decision into the twenty-first century. The General Plan consists of a Land Use Policy Map and the following six elements, or chapters, which together fulfill the state requirements for a General Plan:

- Land Use Element
- Housing Element
- Circulation Element
- Recreation and Resources Element
- Safety and Noise Element
- Public Facilities/Growth Management Element

The table on the following page shows the relationship between the six elements of the Lake Forest General Plan and the state-mandated elements. The Lake Forest elements sometimes deviate from the state-mandated elements. For instance, the state-mandated Housing Element must contain a Housing Needs Assessment. In the Lake Forest Plan, the Housing Needs Assessment is included as an appendix rather than in the Housing Element. Public utilities are included in the state requirements for the Circulation Element but are addressed in the Public Facilities/Growth Management Element of the Lake Forest Plan.

Supporting Documentation

Several supporting documents were produced during the development of the Lake Forest General Plan, including the Lake Forest Master Environmental Assessment (Lake Forest MEA) and the General Plan Master Environmental Impact Report (Master EIR). These documents provide substantial background information for the General Plan.

RELATIONSHIP OF LAKE FOREST GENERAL PLAN ELEMENTS TO STATE-MANDATED ELEMENTS

Lake Forest General Plan Element	State-Mandated General Plan Elements						Optional
	Land Use	Housing	Circulation	Noise	Public Safety	Conservation/ Open Space	
Land Use	*						
Housing		*					
Circulation			*				
Recreation and Resources (1)						*	*
Safety and Noise				*	*		
Public Facilities/ Growth Management (2)							*

(1) The Recreation component of this Element is optional.
(2) While Growth Management is not a state-mandated Element, it is mandated by Measure M for all jurisdictions in Orange County.

The MEA provides an environmental database that defines the environmental and community conditions of the Lake Forest Planning Area. Information from the MEA is used to formulate General Plan goals, policies and plans to effectively address the development opportunities and constraints. The MEA will also be useful for reviewing proposed development projects in Lake Forest. Several technical reports were prepared by professional consultants and incorporated into the MEA. Additional information was obtained from published documents and City staff.

The General Plan Master EIR analyzes the potential environmental impacts associated with development of the Lake Forest Planning Area according to the General Plan land use policy, and implementation of the General Plan.

Organization and How to Use the Plan

The General Plan is comprised of this Introduction and six elements. Each element is complete in itself but is an integral part of the General Plan. The General Plan is accompanied by an Implementation Plan and Glossary. The elements and the Implementation Plan will help the City achieve the vision for the future. Each of the six General Plan elements is organized according to the following format: 1) Introduction; 2) Issues, Goals and Policies; and 3) Plan.

The Introduction of each element describes the focus and the purpose of the element. The Introduction also identifies other plans and programs outside of the General Plan that may be used to achieve specific General Plan goals. The relationship of the element to other General Plan elements is also specified in the Introduction.

The Issues, Goals and Policies section of each element contains a description of identified planning issues, goals and policies related to the element topic. The issues, goals and policies are based on input received from community workshops; members of the City Council, Planning Commission, and Parks and

Recreation Commission; telephone survey conducted City-wide; and City staff.

The issues represent the opportunities, constraints or concerns that are addressed by the General Plan. The goals are overall statements of community desires and are comprised of broad statements of purpose or direction. The policies serve as guides to the City Council, Planning Commission, Parks and Recreation Commission, and the City staff in reviewing development proposals and making other decisions that affect the future growth and development of Lake Forest.

Each element also contains a Plan section. The Plan provides an overview of the City's course of action to implement the identified goals and policies. For example, the Land Use Element contains a "Land Use Plan" indicating the types and intensities of land use permitted in the Planning Area. The Circulation Element contains a "Circulation Plan" describing the overall circulation system required to meet the future needs of Lake Forest. Wherever possible, the Plan contains illustrative maps, diagrams and tables.

Following the elements is the Implementation Plan (Appendix A) which identifies specific actions to achieve the goals, policies and plans identified in each General Plan element. The Implementation Plan is reviewed and updated periodically to update specific actions, schedules, responsible parties and measures to ensure that General Plan goals, policies and plans are implemented. The Glossary is also an appendix of the General Plan and provides a set of definitions for technical terms.

The organization of the General Plan allows users to turn to the section that interests them and quickly obtain a perspective on the City's policies on the subject. However, General Plan users should realize that the policies in the various elements are interrelated and should be examined comprehensively. Policies are presented as written statements, tables, diagrams and maps. All of these policy components must be comprehensively considered when making planning decisions.

COMMUNITY PARTICIPATION IN THE GENERAL PLAN PROGRAM

Active citizen input has historically been a valuable community asset to Lake Forest. Continuing this tradition, the public played an important role in the preparation of the Lake Forest General Plan. Because the General Plan reflects the community goals and objectives, citizen input was essential in identifying issues and formulating goals. Public participation in the General Plan preparation process occurred through the following methods:

- An *Initiation Forum* launched the public participation program for the General Plan. The purpose of the Initiation Forum was to stimulate interest in the General Plan and create community-wide recognition of program commencement, content and schedule. The Initiation Forum was widely advertised to maximize attendance;

- After the Initiation Forum, issues were identified through a *telephone survey* conducted during the initial stage of the General Plan program. Designed to achieve statistically valid results, the survey elicited a representative consensus of resident thoughts about the future of the City. Interviews with a total of 407 households in both the incorporated and unincorporated portions of the Planning Area were

completed. According to the results of the survey, the five areas of greatest concern are: a) prevention of graffiti and gangs; b) provision of strong police protection services; c) preservation/ enhancement of open space, public landscaping and trees; d) retention and expansion of existing businesses and jobs; and e) coordination with the school district to expand recreational opportunities provided through the public school system.

- A 30-minute *cable television program* focusing on the Lake Forest General Plan program was shown on a local cable channel. Information presented in the program described what a General Plan is, how a General Plan is prepared, and why a General Plan is important to Lake Forest;

- A total of *six community workshops/open houses* were held during the public participation program. The first set of three workshops/open houses were informational sessions to answer questions about the planning process and to allow citizens and the business community to voice concerns and identify issues. The third workshop focused on business community concerns with an invitation extended to all business in Lake Forest. The second set of community workshops/ open houses were to present draft General Plan goals and policies, to solicit comments about the draft goals and policies from the public and to receive public input regarding land use alternatives. A final community workshop/open house was held to review the Draft General Plan before the beginning of public hearings.

- *Two additional community workshops* focusing on park and recreation issues were held during the public participation program. Questionnaires were distributed at the workshops to provide an opportunity for participants to express their desires and concerns. In addition, questionnaires were sent to individual homeowner associations in the City. The workshops and questionnaires provided the means to determine the adequacy of existing recreational facilities in Lake Forest as well as desires for future recreational opportunities;

- The public had opportunities to address decision makers directly regarding issues, concerns and desires at *eight City Council, Planning Commission, and Park and Recreation Commission workshops* both prior to preparation and during review of the Draft General Plan; and

- The Draft General Plan, Draft Environmental Impact Report, and supporting documents were circulated for public review and comment before and during *General Plan public hearings* held before the Planning Commission and City Council.

STEPPING STONE TO THE FUTURE

The community is facing technological, environmental and political changes with abundant opportunities for continued prosperity. The incorporation of Lake Forest has given the City the ability to control land use at the local level. Much of the incorporated City is developed while substantial vacant acreage exists in the sphere of influence. The completion of the Foothill Transportation Corridor will provide new freeway access to the central portion of Planning Area. Existing land use and transportation patterns will consequently change and new opportunities for residential and economic development will flourish. Because the

area is primarily developed and land use patterns are determined, planning efforts must focus on stimulating new economic development, revitalizing older areas, and enhancing the amenities and environmental features that make Lake Forest unique.

The General Plan provides the stepping stone between the community of today and desired community of the future. Strategies are established to take advantage of technological, environmental and political opportunities, and to achieve community goals. The policies and plans in the elements and the Implementation Program provide guidance for dealing with changing conditions and specific actions to optimize the community's potential. The path established in the General Plan is an integrated union of the enduring historic values responsible for modern prosperity and innovative approaches to achieve the vision for the future.

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Land Use Element

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The Land Use Element is a guide to land use planning in Lake Forest and provides a framework for the environmental and infrastructure issues examined in the other General Plan elements. The Land Use Element identifies how land will be used in the future -- for housing, commercial and business centers, public facilities, parks, open space and transportation. The Plan for future land use reflects community goals to maintain a quality suburban environment for families, strengthen the community's distinctive image, diversify and expand the local economy, and preserve natural areas that make Lake Forest unique.

PURPOSE OF THE LAND USE ELEMENT

The City of Lake Forest incorporated to gain local political control and strengthen community identity and pride. One of the responsibilities of an incorporated city is controlling future growth and development. According to state law, cities must prepare and adopt a General Plan as a tool to manage growth and development. The Land Use Element is a mandatory element or chapter of the General Plan.

The purpose of the Land Use Element is to describe present and planned land use activity, and address the relationship between development and environmental quality, potential hazards, and social and economic objectives. As a guide for future growth and development, the element identifies the general distribution, location, mix and extent of desired land uses including residential, commercial, business and light industrial, public facilities and open space uses. Through the use of text, maps, and diagrams, a clear and logical land use pattern is established including standards for future development. A particularly important feature of the element is the Land Use Policy Map. This map shows the location, density and intensity of development for future desired land uses in the Lake Forest Planning Area. Finally, the goals and policies in the element establish a constitutional framework for future land use planning and development decisions in Lake Forest.

The Land Use Element of the Lake Forest General Plan represents the City's desires for long-range changes and enhancements of land uses within the City. The Land Use Plan builds on the established land use pattern to provide integration between existing community qualities and the community's vision of the future. Achieving the vision will be accomplished through continued public involvement and diligence by City elected officials and staff.

SCOPE AND CONTENT OF THE ELEMENT

The Land Use Element is comprised of three sections: 1) Introduction; 2) Issues, Goals and Policies; and 3) the Land Use Plan. In the Land Use Issues, Goals and Policies section, major land use issues are identified and related goals and policies are established to address these

issues. The goals, which are overall statements of the community's desires, are comprised of broad statements of purpose and direction. The policies serve as guides for reviewing development proposals, planning facilities to accommodate anticipated growth, and accomplishing community development strategies. To achieve the goals and policies, a logical, organized land use pattern is established in the Plan with standards for future community development. The Plan contains the Land Use Policy Map which graphically identifies the planned land use designations within the Lake Forest Planning Area. The Planning Area includes land within the municipal boundaries and unincorporated land within its sphere of influence. The land use designations are described including the type and density of allowed uses, and a statistical summary of the future land use composition is provided. Areas of special interest which involve more focused planning efforts are also identified. Specific implementation programs for the element are located in the General Plan Implementation Program.

RELATED PLANS AND PROGRAMS

The scope and content of the Land Use Element are primarily governed by the *General Plan Law and Guidelines* and the *Planning Zoning and Development Laws* for the state (California Government Code Sections 65000-66025). A number of other plans and programs are additionally considered in the formulation, adoption and implementation of local land use policy.

Related plans and programs are both local and regional in nature. Regional planning agencies, such as the Southern California Association of Governments

(SCAG), recognize that planning issues extend beyond the boundaries of individual cities. Efforts to address regional planning issues such as air quality, transportation, affordable housing and habitat conservation have resulted in the adoption of regional plans. The form and distribution of development in the Lake Forest Planning Area are affected by regional plans. Relevant local and regional plans are discussed briefly and related to the Land Use Element in the following sections.

California Environmental Quality Act and Guidelines

The California Environmental Quality Act (CEQA) was adopted by the state legislature in response to a public mandate for thorough environmental analysis of projects impacting the environment. The provisions of the law and environmental review procedure are described in the CEQA Law and Guidelines as amended in 1993. CEQA is the instrument for ensuring that environmental impacts of local development projects are appropriately assessed and mitigated.

County of Orange Zoning Ordinance and City of Lake Forest Zoning Ordinance

Following incorporation, the City elected to use the County of Orange Zoning Ordinance as an interim means of regulating land use. The County Zoning Ordinance was supplemented directly by City-adopted ordinances, which tailored the County Zoning Ordinance to the City of Lake Forest. The City will adopt its own Zoning Ordinance and related Zoning Map once the General Plan is adopted. The Zoning Ordinance will be the primary implementation tool for the Land Use Element. Together, the Zoning Ordinance and Zoning Map will identify specific types of land use, intensity of use, and development and performance standards applicable to specific areas and parcels of land within the City.

Planned Communities

Lake Forest has been primarily developed as a series of Planned Communities prior to incorporation. The Planned Communities comprising the incorporated City include Lake Forest, El Toro, Baker Ranch, Pacific Commercentre, Rancho do los Alisos, Rancho Serrano and Serrano Highlands. The sphere of influence includes two additional Planned Communities: Foothill Ranch and Portola Hills. Pre-incorporation development agreements apply to a number of the Planned Communities in Lake Forest and identify permitted levels of development based on the provision of public facilities and infrastructure. The land use designations identified in the Land Use Element are consistent with the development densities identified in the development agreements.

SCAG Growth Management Plan

The SCAG Growth Management Plan recommends methods to redirect regional growth to minimize traffic congestion and better protect environmental quality. The goals of the Growth Management Plan include balance between jobs and housing. While SCAG has no authority to mandate implementation of its Growth Management Plan, principal goals have implications for the land use composition of the Lake Forest Planning Area. The SCAG goals are reflected throughout all of the General Plan elements, including the Land Use Element.

South Coast Air Quality Management Plan

The South Coast Air Quality Management Plan (AQMP) mandates a variety of

measures to improve air quality. To comply with the AQMP, the Land Use Element organizes land uses in relation to the circulation system, promotes commercial and industrial land uses with convenient access to transportation, and provides a balanced Land Use Plan that promotes a favorable relationship between jobs and housing.

Orange County Growth Management Plan

The purpose of the Orange County Growth Management Plan is to ensure that the transportation system and other public facilities are adequate to meet the current and projected needs of Orange County. The Plan establishes the following five major policies:

1. **Development Phasing:** Development will be phased according to Comprehensive Phasing Plans (CPPs) adopted by the County. Phasing is limited to roadway and public facility capacities.

2. **Balanced Community Development:** Development will be balanced to encourage employment of local residents, and both employment and employee housing in the County, as well as in individual Growth Management areas (GMAs).

3. **Traffic Level of Service:** Future development creates the need for improvements to major intersections significantly impacted by growth, and a developer fee program is included to pay for improving affected intersections on a pro-rata basis.

4. **Traffic Improvement Programs:** The Plan requires that all new development provide necessary transportation facilities and intersection improvements as a condition of development approval.

5. **Public Facility Plans:** The Plan requires comprehensive public facility plans for fire, sheriff/police and library services. New development participates on a pro-rata basis.

Implementation of the Orange County Growth Management Plan involves the establishment of: (1) Growth Management Areas (GMAs) to implement Comprehensive Phasing Plans; (2) Facility Implementation Plans to address the financing of public facilities for each GMA; (3) County-wide implementation and evaluation of compliance with development phasing and improvements; and (4) traffic improvement/public facility development agreements. Lake Forest is located in the Foothill GMA.

Orange County Airport Environs Land Use Plan

The Airport Land Use Commission (ALUC) for Orange County has responsibility under state law for formulating a comprehensive Airport Land Use Plan (ALUP). The ALUP addresses the anticipated growth of each public use airport and surrounding vicinity. The purpose of the ALUP is to safeguard the general welfare of the inhabitants within the vicinity of airports and to ensure the continued operation of the airports. General Plans for cities affected by an ALUP must be consistent with that Plan. The Orange County ALUC has adopted the Airport Environs Land Use Plan (AELUP) governing MCAS Tustin, MCAS El Toro, John Wayne Airport, Meadowlark Airport, AFRC Los Alamitos, and Fullerton Airport. Three issue areas in the AELUP are addressed in the Lake Forest General Plan: noise, safety and building height. The distribution of land uses established in the Land Use Element reflects the

AELUP noise, safety and building height policies.

The provisions of the Cortese-Knox Local Government Reorganization Act of 1985 will be applied by the Orange County Local Agency Formation Commission (LAFCO) decisions regarding future City annexations of land within the Lake Forest sphere of influence and to any reorganizations of other service districts for the Lake Forest Planning Area. Under this act, LAFCO is responsible for: a) encouraging orderly development; b) ensuring that populations receive efficient and quality governmental services; and c) guiding development away from open space and prime agricultural lands unless such action promotes planned, orderly, and efficient development.

RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

According to state planning law, the Land Use Element must be consistent with the other General Plan Elements. Each element is independent and all the elements together comprise the General Plan. All elements of the General Plan are interrelated to a degree, and certain goals and policies of each element may also address issues that are the primary subjects of other elements. The integration of overlapping issues throughout the General Plan elements provides a strong basis for implementation of plans and programs, and achievement of community goals.

The Land Use Element relates very closely to all of the General Plan elements. The Land Use Plan Element establishes the planned land use pattern for the Lake Forest Planning Area based on the historic formation of the City and the community's vision of the future. Alternatively, the other General Plan elements ensure that infrastructure and public facilities are available to accommodate planned land uses, and that the unique environmental quality of Lake Forest is safeguarded and enhanced.

For example, the Housing Element of the General Plan provides the basis for establishing housing stock that meets the affordability requirements and other special needs of the community. Emphasis is given to the development of housing that is complementary to existing neighborhood character. The Circulation Element provides a Circulation Plan to accommodate increased traffic from planned development. The use of alternative transportation modes and reduction of automobile trips are addressed in the Circulation Element to meet the transportation demands from new development, and to mitigate the impact of development on regional air quality and traffic conditions. The Land Use Element in itself serves to reduce automobile trips by encouraging the development of office, commercial and light industrial uses, and consequently improving the jobs-to-housing balance.

A number of areas are designated for parks and open space on the Land Use Policy Map for recreational and aesthetic purposes. The Recreation and Resources Element provides policy and plans to maintain and enhance existing parks and recreational facilities and to develop new facilities to meet new demand from population growth. Recreation and Resources Element policy is also designed to protect natural and cultural resources. The Safety and Noise Element ensures that the planned land uses identified in the Land Use Element are compatible and will not result in public safety hazards or excessive noise.

As development continues in Lake Forest, utilities and public services must be available for new businesses and residents. The Public Facilities/Growth Management Element addresses the availability of utilities and services for

planned development including water, sewer, natural gas, electricity, communications, fire protection, law enforcement, flood control, libraries, schools and transportation facilities. The Public Facilities/Growth Management Element ensures that adequate utilities and services are available for planned development. The growth management portion of the Public Facilities/Growth Management Element focuses on enhancing interjurisdictional cooperation, improving regional environmental conditions, and minimizing the environmental effects of continued regional development, including development in Lake Forest.

ISSUES, GOALS AND POLICIES

Six major issues are addressed by the goals, policies and implementing actions of the Land Use Element. These major issues include: (1) balancing the mixture of land uses within the City to ensure that revenue generation matches service provision responsibilities; (2) creating a greater distinctive and individual identity for Lake Forest; (3) ensuring that new development is compatible with natural and physical characteristics of the community; (4) using the development plans prepared for the Planned Communities of Lake Forest as a basis for planning future development; (5) enhancing fiscal stability and local employment opportunities by retaining, expanding and diversifying economic activities; and (6) revitalizing older areas within the community to maintain the quality of life. Each issue and the related goals, policies and implementing actions are identified and discussed in the following section.

BALANCE OF LAND USES

A variety of land uses are located in Lake Forest including residential, commercial, industrial, historical, and community uses. This variety of land uses offers an important balance between the generation of public revenues and the provision of public facilities and services, and also minimizes the distances people have to travel to work, shop, and recreate.

GOAL 1.0: A balanced land use pattern that meets existing and future needs for residential, commercial, industrial, and community uses.

Policy 1.1: Achieve a land use composition in Lake Forest that promotes a balance between the generation of public revenues and the costs of providing public facilities and services.

Policy 1.2: Consider increases in development intensity up to the maximum identified in the Land Use Element where development projects provide exceptional design quality, important public amenities or public benefits or other factors that promote important goals and policies of the General Plan.

Policy 1.3: Should the future reuse of MCAS El Toro reduce or eliminate significant aircraft noise experienced by Lake Forest, the future use of land presently impacted by aircraft noise will be reconsidered.

IMAGE AND IDENTITY

Lake Forest is establishing its image and identity as a distinctive, identifiable community among the communities comprising Orange County. The community possesses desirable physical qualities, including its lakes, urban forest, trees, major open space areas, accessible community facilities and well planned residential neighborhoods. A sense of arrival will be created by improving the appearance of major thoroughfares and entrances to the City.

Enhancing image and identity will create a greater sense of community and connection among the population of Lake Forest.

GOAL 2.0: A distinct image and identity for Lake Forest.

Policy 2.1: Enhance the physical attributes of Lake Forest to create an identifiable and distinct community within Orange County.

Policy 2.2: Promote high quality in the design of all public and private development projects.

Policy 2.3: Create greater City unity in the future by establishing a community center that draws the north and south portions of Lake Forest together.

COMPATIBLE AND COMPLEMENTARY DEVELOPMENT

Incompatibility can occur where the characteristics of specific land uses do not blend with the physical characteristics of available land. Locating different land uses in close proximity to one another can also result in incompatibilities associated with differences in the physical scale of development, noise levels, traffic levels, hours of operation, and other factors. Maintaining compatibility is important, and reducing or avoiding incompatibilities in development is essential in improving the community's overall quality of life.

GOAL 3.0: New development that is compatible with the community.

Policy 3.1: Ensure that new development fits within the existing setting and is compatible with the physical characteristics of available land, surrounding land uses, and public infrastructure availability.

Policy 3.2: Preserve and enhance the quality of Lake Forest residential neighborhoods by avoiding or abating the intrusion of disruptive, non-conforming buildings and uses.

Policy 3.3: Ensure that the affected public agencies can provide necessary facilities and services to support the impact and intensity of development in Lake Forest and in areas adjacent to the City.

Policy 3.4: Blend residential and non-residential development with landscaping and architectural design techniques to achieve visual compatibility.

Policy 3.5: Encourage the establishment of churches, synagogues, temples, and similar religious institutions in the community in accessible areas where compatibility with surrounding land uses can be achieved.

DEVELOPMENT OF PLANNED COMMUNITIES

Much of the future development in Lake Forest will be based on several pre-incorporation Planned Communities -- Lake Forest, El Toro, Baker Ranch, Pacific Commercentre, Rancho de los Alisos, Rancho Serrano and Serrano Highlands. The sphere of influence includes two additional Planned Communities -- Foothill Ranch and Portola Hills -- which may annex to the City in the future. A number of these Planned Communities are also the subject of existing pre-incorporation development agreements which identify the levels of development allowed based on the provision of important public facilities such as Foothill Circulation Phasing Plan, fire stations, sheriff stations, and libraries. Development in accordance with these planned community development plans and agreements is assured for those remaining in the County and expected for areas annexed to the City.

GOAL 4.0: New development conforming to the established planned community development plans and agreements.

Policy 4.1: Ensure that all development proposals within the planned community areas conform to applicable development plans and agreements.

Policy 4.2: Ensure that all proposed amendments to approved planned community development plans and agreements will not create unacceptable impacts to surrounding existing and planned development, the natural characteristics of the sites, fiscal stability of the City, and the public facilities and services which support development.

ECONOMIC DIVERSITY, EXPANSION AND BUSINESS RETENTION

Enhancement of City revenue is necessary to sustain the level of public services desired by the community. This can be accomplished through diversification of the community's economic base by retaining existing businesses, and by attracting additional retail and service commercial businesses, and employment-generating businesses.

GOAL 5.0: Diversification and expansion of economic activities, and retention of existing businesses.

Policy 5.1: Improve the fiscal stability of Lake Forest through retention of existing businesses, by attracting business and industry that contributes to economic growth and employment opportunities.

Policy 5.2: Work closely with the business community in developing approaches to effective business retention, economic development and expansion of economic activities.

Policy 5.3: Focus efforts at economic development and business retention on the commercial and industrial areas throughout the City, including the Foothill Transportation Corridor, the San Diego Freeway (I-5), and along major thoroughfares.

Policy 5.4: Pursue opportunities to promote economic development and business retention using various approaches available under state and federal law.

Policy 5.5: Streamline and refine development process procedures to insure responsiveness to the business community.

Policy 5.6: Review the zoning ordinance to insure that regulations are concise and appropriate.

REVITALIZATION OF OLDER AREAS

The quality of life in the community can be substantially improved through ongoing revitalization and rehabilitation efforts aimed at improving older development in Lake Forest. These revitalization efforts will address the physical components of development including buildings, landscaping and public infrastructure.

GOAL 6.0: Revitalization of older residential, commercial, and industrial development.

Policy 6.1: Promote revitalization of identified residential neighborhoods in Lake Forest.

Policy 6.2: Promote rehabilitation of older commercial and industrial properties and buildings to enhance their quality and competitive advantage.

RELATED GOALS AND POLICIES

The goals and policies described in the Land Use Element are related to and support subjects included within other General Plan elements. In turn, many goals and policies from the other elements directly or indirectly support the goals and policies of the Land Use Element. These supporting goals and policies are identified in Table LU-1.

TABLE LU-1
LAND USE
RELATED GOALS AND POLICIES BY ELEMENT

Land Use Issue Area	Related Goals and Policies by Element					
	Land Use	Housing	Circulation	Recreation and Resources	Safety and Noise	Public Facilities/ Growth Management
Balance of Land Uses				1.1		8.1
Image and Identity				2.4, 3.2		
Compatible and Complementary Development		1.3, 1.6	1.2, 2.1, 2.3	6.4, 6.6	1.1, 1.2, 2.1, 3.1, 5.1, 5.2, 6.1, 7.1	1.1, 2.1, 3.1, 4.1, 5.1, 6.1, 7.1, 9.2
Development of Planned Communities			2.1, 2.3, 3.1, 5.1, 7.2	1.2, 2.1, 2.4, 3.1, 6.6	1.1, 1.2, 2.1, 2.4, 5.1, 5.2, 6.1, 6.2	1.1, 2.1, 3.1, 4.1, 5.1, 6.1
Economic Diversity, Expansion and Business Retention				4.2, 6.5		8.1
Revitalization of Older Areas		2.1, 2.2				

LAND USE PLAN

Lake Forest is recognized as a place where natural amenities have been incorporated and integrated in land use planning decisions. The nature and character of existing development, the desire for greater economic development, planned infrastructure capacity, and concerns for environmental sensitivity all have an influence on the development of land use policy and planning for future land use.

The Land Use Plan describes the approach that will be used to build upon the community's history of sound planning. The Plan addresses the issues identified in the previous section of the Element. The goals and policies described in that section provide the basis for the Plan and are supported by approaches to maintain an advantageous balance among land uses, create a distinct community identity, maintain land use compatibility, complete approved plans, promote economic development, and revitalize older areas in the community.

BALANCE OF LAND USES

The variety of land uses within Lake Forest affects an important balance between the generation of public revenues and the provision of public facilities and services. Achieving and maintaining a balance of land uses can ensure fiscal stability and also create a desirable community in which people can work, shop, reside and recreate. During the next 10 to 20 years, Lake Forest will experience increasing commercial, business park, and light industrial development as lands planned for such uses are developed. This change in the composition of land use in the community will create a more balanced land use condition in which residential development is complemented with additional non-residential development.

Substantial land in the central portion of the planning area has been planned for non-residential use in reaction to the presence of aircraft noise from Marine Corps Air Station (MCAS) El Toro. Non-residential uses are less sensitive to noise and have been planned for this central area assuming that the aircraft noise conditions will remain. However, MCAS El Toro has been identified for closure and unless the air station is reused for other aviation purposes following closure, certain undeveloped land planned for non-residential use may become available for residential development. Reuse planning for MCAS El Toro will involve the City of Lake Forest and will determine whether the central portion of the community will continue to be limited to non-residential uses.

Land Use Classification System

The Land Use Policy Map (Figure LU-1) illustrates the various types and distribution of land uses planned for the community. The land use classification system is presented in Table LU-2 and includes 15 land use designations. These land use designations identify the types and nature of development allowed in particular locations depicted on the Land Use Policy Map.

LAND USE DESIGNATIONS

Residential Designations

- *Very Low Density Residential (0 to 2 DUs/ Net AC)*
- *Low Density Residential (2 to 7 DUs/ Net AC)*
- *Low-Medium Density Residential (7 to 15 DUs/ Net AC)*
- *Medium Density Residential (15 to 25 DUs/ Net AC)*
- *High Density Residential (25 to 43 DUs/ Net AC)*

Non-Residential Designations

- *Commercial*
- *Professional Office*
- *Mixed-Use*
- *Business Park*
- *Light Industrial*
- *Public Facility*
- *Community Park/Open Space*
- *Regional Park/Open Space*
- *Open Space*
- *Lake*
- *Transportation Corridor*

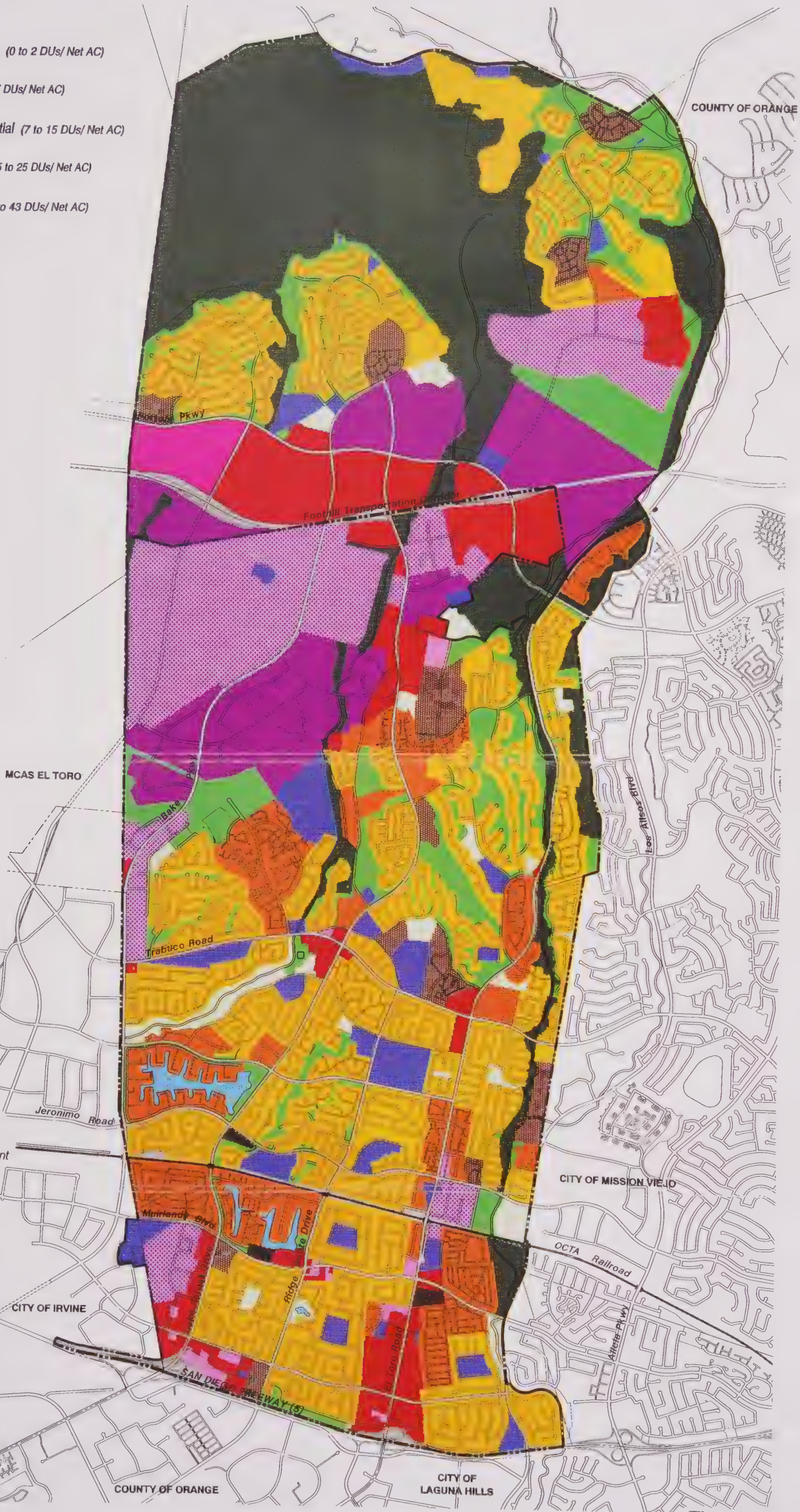
NORTH

0' 1500' 3000'

- *City Boundary*
- *Sphere of Influence*

Notes:

- *Boundaries shown as approximately following lot lines shall be construed to be following such lot lines.*
- *Where boundary lines between land use designations do not follow property lines or street rights-of-way, the boundaries are approximate and subject to interpretation by the Community Development Department based on relevant information.*
- *Please refer to the General Plan Land Use Policy Map in the City of Lake Forest Community Development Department for parcel specific designations.*



Lake Forest

General Plan

Figure LU-1

Land Use Policy Map

TABLE LU-2
LAND USE CLASSIFICATION SYSTEM

MAJOR LAND USE CATEGORIES	MAXIMUM DWELLING UNITS PER ACRE OR MAXIMUM FLOOR AREA RATIO (a)	EFFECTIVE DWELLING UNITS PER ACRE OR EFFECTIVE FLOOR AREA RATIO (b)	LAND USE DESIGNATION AND SUMMARY DESCRIPTION (Summary descriptions only - see text on the following pages for complete descriptions of land use designations)
RESIDENTIAL	0-2	1.0	VERY LOW DENSITY RESIDENTIAL - Detached single-family dwelling units. Allows up to two dwelling units per net acre with an average of 3.2 persons per dwelling unit.
	2-7	6.8	LOW DENSITY RESIDENTIAL - Detached single-family dwelling units and mobile homes. Allows up to seven dwelling units per net acre with an average of 3.2 persons per dwelling unit.
	7-15	10.9	LOW-MEDIUM DENSITY RESIDENTIAL - Detached and attached single-family dwelling units, mobile homes and multi-family dwelling units, including duplexes, townhomes, condominiums, apartments, and cooperatives. Allows up to 15 dwelling units per net acre with an average of 3.2 persons per dwelling unit.
	15-25	23.5	MEDIUM DENSITY RESIDENTIAL - Single-family dwelling units and multi-family dwellings including duplexes, townhomes, condominiums, apartments, and cooperatives. Allows up to 25 dwelling units per net acre with an average of 2.0 persons per dwelling unit.
	25-43	42.6	HIGH DENSITY RESIDENTIAL - Single-family dwelling units and multi-family dwellings including duplexes, townhomes, condominiums, apartments, and cooperatives. Allows up to 43 dwelling units per net acre with an average of 2.0 persons per dwelling unit.
NON-RESIDENTIAL	1.0:1	0.4:1	COMMERCIAL - Includes retail, professional office, and service-oriented business activities serving a community-wide area and population.
	1.2:1	0.5:1	PROFESSIONAL OFFICE - Includes single tenant or multi-tenant offices including legal, medical, general financial, administrative, corporate and general business offices as well as supportive commercial uses .
	25 DU/AC and 1.2:1	15 DU/AC and 0.2:1	MIXED-USE - Includes a mixture of commercial, office and residential use in the same building, on the same parcel of land, or within the same area. Primary uses are commercial retail and office; residential is allowed when developed in conjunction with commercial and/or office development.
	1.0:1	0.35:1	BUSINESS PARK - Includes a mixture of all uses allowed under Commercial, Professional Office and Light Industrial land use designations.
	0.6:1	0.35:1	LIGHT INDUSTRIAL - Includes a mixture of light industrial uses, wholesale businesses, light manufacturing and processing, storage, distribution and sales, research and development, warehousing and storage, high technology production, retail sales and related uses.
	1.2:1	0.20:1	PUBLIC FACILITY - Includes public uses such as schools, government offices and facilities, public utilities, libraries, fire stations, sheriff substations and other public uses.
	0.4:1	0.1:1	COMMUNITY PARK/OPEN SPACE - Includes all public parkland, public open space, and associated public recreational activities for active and passive recreation.
	0.1:1	0.001:1	REGIONAL PARK/OPEN SPACE - Includes public recreational areas for active and passive recreation. Includes Limestone/Whiting Wilderness Park and other Orange County open space.
	0.4:1	0.1:1	OPEN SPACE - Includes private open space and facilities for active and passive recreational activities such as lakes, club houses and athletic/sports facilities.
	0.2:1	0.01:1	TRANSPORTATION CORRIDOR - Includes major transportation roadway and railroad corridors.

(a) Maximum allowable level of development standard for individual parcels of land.

(b) Assumed overall expected level of development. The development which has occurred to date has not reached the maximum allowed level of density or intensity and future development is expected to be less than the maximum permitted. Therefore, an effective level of density is used when projecting total future dwelling units/population for residential development. Future square footage for non-residential development uses effective floor area ratio as a measurement of development intensity.

The residential category includes five designations that allow for a range of housing types and densities. The non-residential grouping includes a variety of designations, such as commercial, professional office, mixed-use, business park, and light industrial to promote a wide range of revenue- and job-generating businesses. Other designations in the non-residential grouping include public facility, community park/open space, regional park/open space, and open space to provide for public uses and open space within the community. The non-residential grouping also includes a transportation corridor designation to provide land area for circulation needs within the planning area.

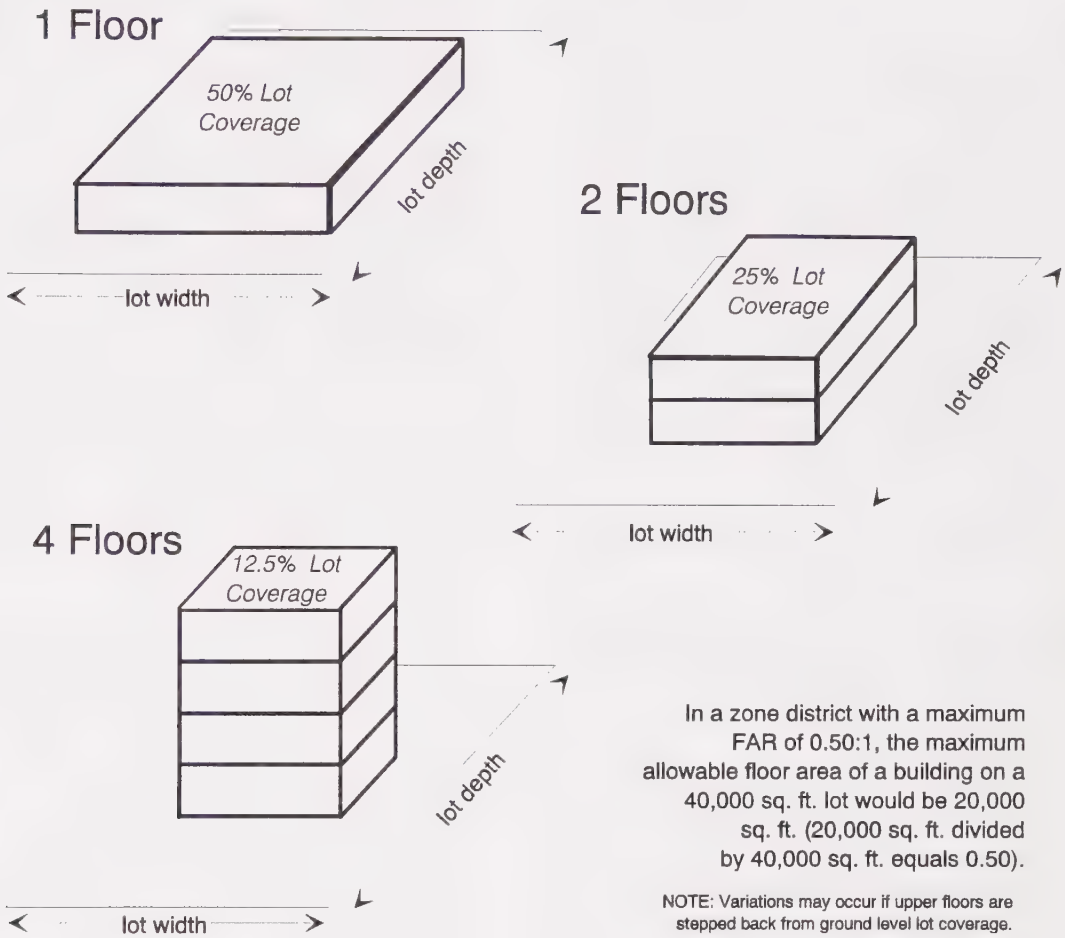
Land Use Density and Intensity

This Element uses certain terminology to describe the 15 land use designations. The term "density" is used for residential uses and refers to the population and development capacity of residential land. Density is described in terms of dwelling units per net acre of land (du/net acre). For example, 50 dwelling units occupying 10 net acres of land is 5.0 du/net acre.

Development "intensity," which applies to non-residential uses, refers to the extent of development on a parcel of land or lot -- the total building square footage, building height, the floor area ratio, and/or the percent of lot coverage. Intensity is often used to describe non-residential development levels; but in a broader sense, intensity is used to express overall levels of both residential and non-residential development types. In this Element, floor area ratio and building square footage are used as measures of non-residential development intensity.

Floor Area Ratio (FAR) represents the ratio between the total gross floor area of all buildings on a lot and the total area of that lot. FAR is determined by dividing the gross floor area of all buildings on a lot by the land area of that lot. For example, a 20,000 square foot building on a 40,000 square foot lot yields a FAR of 0.50:1, as illustrated in Figure LU-2. The FAR controls the intensity of use on a lot. A 0.50:1 FAR allows a single story building which covers most of the lot, a two-story building with reduced lot coverage, or a three- or more story building with substantially reduced coverage of the lot.

State General Plan law requires that the Land Use Element indicate the maximum densities and intensities permitted within the Land Use Plan. The land use designations shown on the Land Use Policy Map are described in detail in this Element. Table LU-2 lists each of the land use designations shown on the Land Use Policy Map and provides a corresponding indication of maximum density or intensity of development. Maximum allowable development on individual parcels of land is governed by these measures of density or intensity. The table also includes the effective overall level of development within each land use designation within the planning area. These effective levels of development represent an anticipated overall density and intensity of development for the planning area and are, therefore, less than the absolute maximum allowed for an individual parcel of land. For various reasons, many parcels in the community have not been developed to their maximum density or intensity and, in the future, maximum development as described in this Element can be expected to occur only on a limited number of parcels. In addition, development must comply with the building height and intensity restrictions established in the Airport Environs Land Use Plan (AELUP). The building restrictions only



In a zone district with a maximum FAR of 0.50:1, the maximum allowable floor area of a building on a 40,000 sq. ft. lot would be 20,000 sq. ft. (20,000 sq. ft. divided by 40,000 sq. ft. equals 0.50).

NOTE: Variations may occur if upper floors are stepped back from ground level lot coverage.

$$\text{Floor Area Ratio (FAR)} = \frac{\text{Gross Building Area (All Floors)}}{\text{Lot Area}}$$

Lake Forest

General Plan Program

Figure LU-2
Possible Building Configurations for 0.50:1 Floor Area Ratio

apply to the Accident Potential Zone II defined in the AELUP.

The overall future development in the planning area is anticipated to occur at the expected level of density or intensity indicated in Table LU-2. Development at an intensity or density between the expected and maximum levels can occur only where projects offer exceptional design quality, important public amenities or benefits, or other factors that promote important goals and policies of the General Plan. For the residential land use designations, projects are expected to build to a density at least as high as the lowest density allowed by their respective designations.

Land Use Designations

All land in the Lake Forest planning area is assigned to one of the 15 land use designations described below:

Residential Designations

Very Low Density Residential: The Very Low Density Residential land use designation provides for the development of very low density single-family dwellings and accessory buildings. Uses such as second single-family structures, guest houses, churches, schools, family day care homes, public facilities, and others which are determined to be compatible with and oriented toward serving the needs of very low density single family neighborhoods may also be allowed.

The designation allows a maximum of two single-family dwelling units per net acre of land. Development under this land use designation should maintain a very low density character. The average population for this residential designation is approximately 3.2 persons per dwelling unit which represents a population density range for this land use designation of 1 to 7 persons per acre. The maximum density of this land use category may be exceeded to complement General Plan Housing Element policy in accordance with the density bonus provisions of Section 65915 of the California Government Code.

Low Density Residential: The Low Density Residential land use designation provides for the development of low density single-family dwellings and accessory buildings. Uses such as second single-family structures, mobile homes, guest houses, churches, schools, family day care homes, public facilities, and others which are determined to be compatible with and oriented toward serving the needs of low density single-family neighborhoods may also be allowed.

The designation allows a maximum of seven single-family dwelling units per net acre of land. Development under this land use designation should maintain a low density character. The average population for this residential designation is approximately 3.2 persons per dwelling unit which represents a population density range for this land use designation of 6 to 23 persons per acre. The maximum density of this land use category may be exceeded to complement General Plan Housing Element policy in accordance with the density bonus provisions of Section 65915 of the California Government Code.

Low-Medium Density Residential: The Low-Medium Density Residential land use designation provides for the development of a wide range of living accommodations, including single-family detached and attached dwelling units, mobile homes, duplexes, and multiple-family dwellings, such as townhomes, condominiums, apartments, and cooperatives. Uses such as churches, schools, community care facilities, family day care homes, public

facilities, and others which are determined to be compatible with and oriented toward serving the needs of low-medium density neighborhoods may also be allowed.

The designation allows a maximum of 15 dwelling units per net acre of land. Development under this land use designation should maintain a low-medium density character. The average population for this residential designation is approximately 3.2 persons per dwelling unit which represents a population density range for this land use designation of 23 to 48 persons per acre. The maximum density of this land use category may be exceeded to complement General Plan Housing Element policy in accordance with the density bonus provisions of Section 65915 of the California Government Code.

Medium Density Residential: The Medium Density Residential land use designation provides for the development of a wide range of living accommodations, including single-family dwelling units, and multiple-family dwellings, such as townhomes, condominiums, apartments, and cooperatives. Uses such as churches, schools, community care facilities, family day care homes, public facilities, and others which are determined to be compatible with and oriented toward serving the needs of medium density neighborhoods may also be allowed.

The designation allows a maximum of 25 dwelling units per net acre of land. Development under this land use designation should maintain a medium density character. The average population for this residential designation is approximately 2.0 persons per dwelling unit which represents a population density range for this land use designation of 30 to 50 persons per acre. The maximum density of this land use category may be exceeded to complement General Plan Housing Element policy in accordance with the density bonus provisions of Section 65915 of the California Government Code.

High Density Residential: The High Density Residential land use designation provides for the development of a wide range of living accommodations, including single-family dwelling units and multiple-family dwellings, such as townhomes, condominiums, apartments, and cooperatives. Uses such as churches, schools, community care facilities, family day care homes, public facilities, and others which are determined to be compatible with and oriented toward serving the needs of high density neighborhoods may also be allowed.

The designation allows a maximum of 43 dwelling units per net acre of land. Development under this land use designation should maintain a medium density character. The average population for this residential designation is approximately 2.0 persons per dwelling unit which represents a population density range for this land use designation of 50 to 86 persons per acre. The maximum density of this land use category may be exceeded to complement General Plan Housing Element policy in accordance with the density bonus provisions of Section 65915 of the California Government Code.

Non-Residential Designations

Commercial: The Commercial land use designation provides for a variety of retail, professional office, and service-oriented business activities, many of which are roadway oriented and serve a community-wide area and population.

Other uses that are determined to be compatible with the primary uses may also be allowed.[1] Commercial land uses serve local, as well as broader market areas and generally include professional and business offices, retail and commercial services, and community facilities. Site development standards for this land use designation encourage large projects and provide for adequate setbacks, parking, landscaping, buffering from residential land use areas and other features which create well designed, efficient and attractive projects. The effective intensity of development is a floor area ratio of 0.4:1 and the maximum intensity of development is a floor area ratio of 1.0:1.

Professional Office: The Professional Office designation provides for professional offices and other supporting uses. These uses include professional, legal, medical, general financial, administrative, corporate, and general business offices, as well as supportive commercial uses such as restaurants, medical services, community facilities, and similar uses which together create concentrations of office employment or community activity. Also included are small convenience or service commercial activities intended to meet the needs of the on-site employee population. Other uses that are determined to be compatible with the primary uses may also be allowed.[1] The effective intensity of development is a floor area ratio of 0.5:1 and the maximum intensity of development is a floor area ratio of 1.2:1.

Mixed-Use: The Mixed-Use designation provides opportunities for mixtures of commercial, office and residential uses in the same building, on the same parcel of land, or within the same area. The primary uses within this designation are commercial retail and office; residential is only allowed when developed in conjunction with commercial and/or office development. Allowable uses include those identified in the Commercial designation and the Professional Office designation and, when developed in conjunction with commercial or office uses, the Low-Medium Density Residential and the Medium Density Residential. When mixtures of uses occur in the same building, retail uses or offices are usually located on the ground floor with residential uses above. The mixed uses are located in areas where multiple activities and pedestrian orientation are considered to be desirable objectives. The effective intensity of non-residential development is a floor area ratio of .2:1 and the maximum intensity of development is a floor area ratio of 1.2:1. The effective density of 15 dwelling units per net acre of land (equivalent to an FAR of .35:1) and a maximum density of 25 dwelling units per net acre of land is allowed when residential development is combined in the same building or on the same parcel as commercial or office uses.

Business Park: The Business Park designation provides opportunities for a mixture of all those uses allowed under the Commercial, Professional Office and Light Industrial land use designations. The effective intensity of development is a floor area ratio of .35:1 and the maximum intensity of development is a floor area ratio of 1.0:1.

Light Industrial: The Light Industrial designation provides for a variety of light industrial uses that are non-polluting and which can co-exist with surrounding land uses and which do not in their maintenance, assembly, manufacturing or operations create smoke, gas, dust, sound, vibration, soot or glare to any degree which might be obnoxious or offensive to

[1] *General Plan Amendment 94-01 - dated July 11, 1995.*

persons residing or conducting business in the City. Allowable uses include wholesale businesses, light manufacturing and processing, research and development uses, warehousing and storage, distribution and sales, high technology production, retail sales and related uses. Other uses that are determined to be compatible with the primary uses may also be allowed.[1] The effective intensity of development is a floor area ratio of .35:1 and the maximum intensity of development is a floor area ratio of .6:1.

Public Facility: The Public Facility designation includes a wide range of public uses distributed throughout the community, such as schools, government offices and facilities, public utilities, libraries, fire stations, sheriff sub-stations, cemeteries, hospitals, and other public uses. The effective intensity of development is a floor area ratio of .2:1 and the maximum intensity of development is a floor area ratio of 1.2:1.

Community Park/Open Space: The Community Park/Open Space designation provides for public recreational uses designed to meet the active and passive recreational needs of the community. This designation includes all public parkland, open space, and associated public recreational activities, such as indoor and outdoor sports/athletic facilities, museums, theaters, and similar uses. The effective intensity of development is a floor area ratio of .1:1 and the maximum intensity of development is a floor area ratio of .4:1.

Regional Park/Open Space: The Regional Park/Open Space designation provides for public recreational uses designed to meet the active and passive recreational needs of the community and other nearby areas in the region. This designation includes the Whiting Ranch Regional Wilderness. Park and other County of Orange open space along portions of Serrano Creek and Aliso Creek. This designation applies to land that is generally maintained as natural open space with minimal improvements. The effective intensity of development is a floor area ratio of .001:1 and the maximum intensity of development is a floor area ratio of .1:1.

Open Space: The Open Space designation provides for private open space designed to meet the active and passive recreational needs of the community. This designation includes open space that is held under private ownership, and includes facilities for active and passive recreational activities. Open Space activities include indoor and outdoor sports/athletic facilities, lakes, club houses, meeting rooms, outdoor gathering areas, and similar uses, as well as ornamentally landscaped and natural landscaped open areas. The effective intensity of development is a floor area ratio of .1:1 and the maximum intensity of development is a floor area ratio of .4:1.

Transportation Corridor: The Transportation Corridor designation applies to the land within the corridors of the San Diego Freeway (Interstate 5), the Foothill Transportation Corridor, and the Southern California Regional Rail Authority, and other arterial highways. Lands within these corridors are reserved for transportation purposes as the primary use. Secondary uses, such as open space linkages and landscaped areas, public and private parking areas, and other transportation-related activities and facilities are also allowed. The effective intensity of development is a floor area ratio of .01:1 and the maximum intensity of development is a floor area ratio of .2:1.

[1] *General Plan Amendment 94-01 - dated July 11, 1995.*

TABLE LU-3
LAND USE PLAN DEVELOPMENT CAPACITY SUMMARY

Land Use Designations	Gross Acres in the City	Gross Acres in the Sphere Area	Total Gross Acres	Dwelling Units in the City (A)	Dwelling Units in the Sphere Area (A)	Total Dwelling Units (A)	Square Footage in the City (000,s) (A)	Square Footage in the Sphere Area (000,s) (A)	Total Square Footage (000,s) (A)	Average Persons Per Dwelling Unit	Population in the City (B)	Population in the Sphere Area	Total Population
Residential Designations													
Very Low Density Residential (0-2 du/ac)	0.0	0.0	0.0	0	0	0				2.9	0	0	0
Low Density Residential (2-7 du/ac)	2,156.9	713.6	2,870.5	11,054	3,375	14,429				2.9	32,055	9,788	41,843
Low-Medium Density Residential (7-15 du/ac)	820.7	18.4	839.1	6,706	156	6,861				2.9	19,446	452	19,898
Medium Density Residential (15-25 du/ac)	168.3	104.4	272.7	2,863	1,717	4,580				2.9	8,302	4,980	13,282
High Density Residential (25-43 du/ac)	19.2	0.0	19.2	614	0	614				2.9	1,782	0	1,782
SUBTOTAL	3,165.1	836.4	4,001.5	21,236	5,248	26,484					61,585	15,220	76,805
Non-Residential Designations													
Commercial	427.4	304.4	731.8				5,585.26	3,977.90	9,563.16				
Professional Office	49.9	0.0	49.9				815.12	0.00	815.12				
Mixed-Use	0.0	96.7	96.7	0	1,057	1,057	0.00	631.84	631.84	2.9	0	3,065	3,065
Business Park	770.0	189.2	959.2				8,804.57	2,163.41	10,967.97				
Light Industrial	424.8	448.1	872.9				4,857.38	5,123.80	9,981.18				
SUBTOTAL	1,672.1	1,038.4	2,710.5				20,062.32	11,896.94	31,959.26				
Public Facility	326.5	67.1	393.6				2,133.35	438.43	2,571.78				
Community Park/Open Space	163.6	36.4	200.0				534.48	118.92	653.40				
Regional Park/Open Space	297.9	1,692.0	1,989.9				9.73	55.28	65.01				
Open Space (with Lake)	572.3	416.5	988.8				1,678.58	1,169.59	2,848.17				
Transportation Corridor	379.0	108.9	487.9				123.82	35.58	159.40				
TOTAL	6,576.5	4,195.7	10,772.2	21,236	6,305	27,541	24,542.29	13,714.74	38,257.02		61,585	18,285	79,871

A For purposes of establishing density/intensity by land use designation, the gross acreage for residential and non-residential land use is converted to net acreage through a general reduction of the gross acreage by 25% to account for the land area devoted to roadways.
B This figure represents the General Plan population for Lake Forest. The County of Orange OCP-92 Population estimate is 59,171.

Development Capacity

The Land Use Plan for Lake Forest includes expected levels of residential and non-residential development, where all land in the planning area is developed according to the Plan. The expected levels of development establish a capacity for the Land Use Plan that is expressed as estimates of total dwelling units, total population, and total square footage of non-residential development in the future.

Table LU-3 summarizes the development capacity of the Land Use Plan. This table provides a breakdown of land uses within the Lake Forest planning area for purposes of identifying the estimated development capacity of the Land Use Plan.

The degree to which the estimated capacity exceeds projected population is referred to as "overage." Some overage is desirable to make allowance for inevitable small pockets of undevelopable land, to allow for difficulty in recognizing development trends in completely vacant areas, to allow for unforeseen need for public utilities, and to recognize that some owners will maintain their land in an undeveloped state beyond the time span of the Plan. The Southern California Association of Governments (SCAG) has recommended that Plan capacity not exceed approximately 1.20 to 1.25 times the projected population. The measurement of capacity is accomplished by dividing the difference between maximum population capacity of the Plan by the projected population. For the Lake Forest planning area, the maximum population capacity of the Plan is approximately 90,000 and the projected population is approximately 79,000, resulting in a capacity of 1.14.

IMAGE AND IDENTITY

Lake Forest has many desirable physical qualities, including its lakes, urban forest, trees, major open space areas, accessible community facilities and well planned residential neighborhoods. The image and identity of the community will be enhanced in the future to create a greater sense of community and connection.

The image of Lake Forest will be further enhanced through landscaping improvement and strengthening, particularly along public areas adjacent to major thoroughfares and at points where those thoroughfares enter the community. Existing landscaping can be strengthened with additional planting to produce dramatic effects that create recognizable landmarks within the community. Other improvements to man-made structures, such as signs, benches, and street lighting can be made in concert with landscaping improvements to produce scenes along streets and other public areas within the community that are recognizable and create a "sense of place" for those who work or reside in Lake Forest.

The City includes a significant grove or forest of eucalyptus trees in the south-central portion of the planning area that is one of its strongest natural features. In the early 1900's, Dwight Whiting planted 400 acres of eucalyptus "forest" in an attempt to use the wood as a major source of lumber for various purposes. However, because eucalyptus wood cracks along its length, Whiting's economic experiment failed. His loss has become an important gain for the community of Lake Forest by providing uncut forest contributing to the City name. Many other parts of the community also include smaller, but important groupings of these trees that have been used for agricultural wind rows or aesthetic purposes. The eucalyptus

forest and other mature trees can be preserved to maintain an important natural asset of the community. The image and identity of Lake Forest will also be further enhance by the establishment of a major civic or community center that will be recognized as the focal point for public and community activities. This central facility may include governmental services, such as City administrative and other government offices, as well as recreational and cultural activities that act as a magnet for large gatherings of people and celebrations of important community events.

COMPATIBLE AND COMPLEMENTARY DEVELOPMENT

Land use incompatibility can occur where differences exist among uses that are near one another. These incompatibilities may result from differences in the physical scale of development, noise levels, traffic levels, hours of operation and other factors. The overall quality of life in Lake Forest is dependant to a great extent upon the maintenance of compatibility among the different land uses comprising the community.

The City Zoning Ordinance is one of the primary regulatory documents that is used to ensure land use compatibility. The Ordinance contains standards for development, such as minimum lot sizes, building setback and maximum height limitations, parking and landscaping requirements, and others standards that are designed to promote compatibility. In addition to the Zoning Ordinance, the City Subdivision and Grading Ordinances are important regulatory tools to control the subdivision of land and alteration of land in preparation for development. These ordinances will be reviewed and updated periodically to maintain consistency with new state and local legislation, court decisions, and community values.

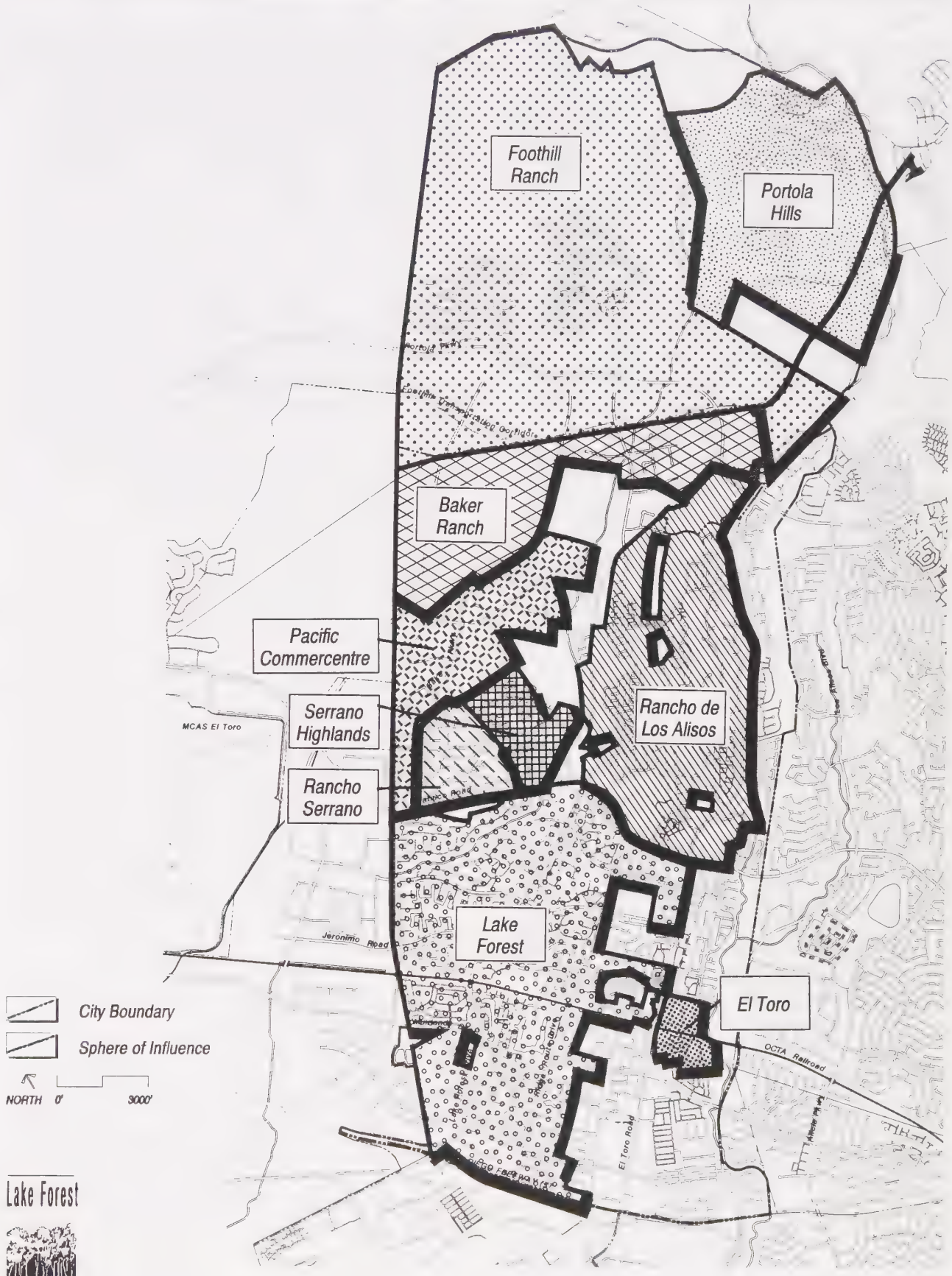
Land use compatibility is also addressed as part of the City site development permit and environmental review process. Proposed development projects are reviewed by the City to promote high quality in urban design and to minimize associated environmental impacts. Precise development project planning may also be reviewed by the City and other public agencies through a specific plan process allowed by state law to ensure compatibility and consistency with surrounding development in the community. Proposed development will also be reviewed for consistency with the Airport Environs Land Use Plan noise, safety, and building height criteria.

Systematic enforcement of City ordinances and monitoring of development within and around the planning area will be used to maintain the quality of life in the community. Development monitoring by the City can be used to ensure that affected public agencies are capable of providing necessary facilities and services in support of proposed development.

Landscaping is an important factor in achieving land use compatibility where commercial and industrial development is adjacent to residential development. The standards for landscaping in these areas will be strengthened to achieve greater aesthetic and functional compatibility in these critical areas.

DEVELOPMENT OF PLANNED COMMUNITIES

Future development in Lake Forest is primarily based upon pre-incorporation planning for nine large scale Planned Communities (Figure LU-3). These



Lake Forest

General Plan

SOURCE: County of Orange

Figure LU-3
Planned Communities

Planned Communities include Lake Forest, El Toro, Baker Ranch, Pacific Commercentre, Rancho de los Alisos, Rancho Serrano, Serrano Highlands, Foothill Ranch, and Portola Hills. Several of these Planned Communities are also the subject of development agreements which identify the levels of development allowed and important public facilities that will accompany such development. Development in these areas will follow the individual Planned Community development plans and agreements.

Development proposals within these Planned Communities will be reviewed for consistency with approved development plans and agreements. Any proposed amendments to the approved Planned Communities will also be reviewed to ensure that such amendments support the fiscal stability of the City, provide necessary public facilities and services, and minimize environmental impacts.

ECONOMIC DIVERSITY, EXPANSION AND BUSINESS RETENTION

The level of public services desired by the community will be sustained over time through continued enhancement of City revenue. The City will improve its fiscal stability through a general diversification of its economic base. This will be accomplished by promoting the continued development of the central portion of the planning area that is identified on the Land Use Policy Map for non-residential development. Diversification will be based on retaining existing businesses, as well as attracting new retail, service commercial, and employment-generating businesses to the community.

Attracting and retaining businesses that contribute to economic stability represents an important effort by the City. The City will utilize a Retention and Economic Development Committee (REDC) to promote economic development activities in Lake Forest. The REDC will conduct periodic meetings with the business community to ascertain the effectiveness of such efforts.

Incentives to attract businesses to the community, such as City fee reductions or deferrals, permit assistance, fast-track permit processing, formal recognition of businesses contributing to the community may be used to achieve a partnership between the business community and the City. City staff assigned to work with the business community can act as an important liaison between local government and business. City development and provision of data on retail, commercial, industrial and office space can provide an important connection between City and business interests that will be beneficial in achieving economic stability. The City newsletter can serve as a means to communicate market information to local businesses. Training the City Council, Planning Commission and City staff regarding current business and market trends can help economic activity. Programs available under state and federal law can also be utilized by the City in its efforts improve economic and fiscal stability.

REVITALIZATION OF OLDER AREAS

Revitalization and rehabilitation of older development in the community can substantially improve the overall quality of life in Lake Forest. Buildings, landscaping, and public facilities can be improved physically through rehabilitation efforts designed to breathe new life into areas that may otherwise decline over time.

Enforcement of City ordinances regulating building, zoning, health and safety, as well as community programs aimed at removal and prevention of graffiti will have very positive effects. The use of Community Development Block Grant Funds for commercial and residential rehabilitation also provides a sound approach for revitalization.

For larger distinct areas that would benefit from revitalization and focused study of improvement needs, state law provides a planning approach known as the Specific Plan that can be used to promote positive changes over time. The Specific Plan can be prepared for such Special Study Areas as a cooperative efforts by the City and interested property owners to plan for improvements and changes within an area to achieve both economic and other land use planning objectives. Such areas do not have to be comprehensively identified in the General Plan, but one such area that is appropriate for a Specific Plan is the El Toro Planned Community area. In particular, the business area located on the southeast side of El Toro Road along both sides of the railroad tracks has developed over time with a variety of commercial and industrial uses that would benefit from more precise study and planning for the organization of uses and the infrastructure needed to serve those uses. Figure LU-4 depicts the El Toro Special Study Area.

El Toro Special Study Area

City Boundary

NORTH 0' 1000'

Lake Forest

General Plan

SOURCE: City of Lake Forest

Figure LU-4

El Toro Special Study Area

City of

Lake Forest

GENERAL PLAN

Housing Element

Lake Forest

General Plan

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INTRODUCTION

The Housing Element is a guide for housing within Lake Forest. The Element provides an indication of the need for housing in the community in terms of housing affordability, availability, adequacy, and accessibility. The Element provides a strategy to address housing needs and identifies a series of specific housing programs to meet community needs.

PURPOSE OF THE HOUSING ELEMENT

The Housing Element identifies programs aimed at meeting the identified housing needs of the City's population. The Housing Element is a five-year plan, which for Lake Forest, extends through June 30, 1996, whereas the other General Plan elements typically cover a ten- to 15-year planning horizon. Concerns of the Lake Forest Housing Element include the identification of housing strategies and programs that focus on: 1) conserving and improving existing affordable housing; 2) providing adequate housing sites; 3) assisting in the development of affordable housing; 4) removing governmental constraints to the development of housing; and 5) promoting equal housing opportunities.

SCOPE AND CONTENT OF THE ELEMENT

The Housing Element is comprised of three sections: 1) Introduction; 2) Issues, Goals and Policies; and 3) the Housing Plan. The Element analyzes the City's housing needs through a review of population, household and housing stock characteristics and sets forth housing goals and policies for Lake Forest to address these needs. Specific housing programs that will implement these goals and policies are identified in the section entitled Housing Plan which follows the Goals and Policies. Finally, the Housing Element summarizes the City's existing and projected housing needs, providing the basis for targeting policies and programs to address these needs.

The State Legislature recognizes the role of local general plans and particularly the Housing Element in implementing Statewide housing goals to provide decent and adequate housing for all persons. Furthermore, the Legislature stresses continuing efforts toward providing affordable housing for all income groups.

The major concerns of the Legislature with regard to the preparation of Housing Elements are:

- Recognition by local governments of their responsibility in contributing to the attainment of State housing goals;
- Preparation and implementation of City and County Housing Elements which coordinate with State and Federal efforts in achieving State housing goals;
- Participation by local jurisdictions in determining efforts required to attain State housing goals; and
- Cooperation between local governments to address regional housing needs.

The State Department of Housing and Community Development sets forth specifics regarding the scope and content of housing elements prepared by cities and counties. Table H-1 generally summarizes these State Housing Element requirements and identifies the applicable sections of the Lake Forest Housing Element where these requirements are addressed.

PUBLIC PARTICIPATION

Section 65583(c)(5) of the Government Code states that "The local government shall make diligent effort to achieve public participation of all the economic segments of the community in the development of the housing element, and the program shall describe this effort." Public participation played an important role in the formulation of the Lake Forest housing goals and policies and in the development of a Land Use Plan which determines the extent and density of future residential development in the community.

The public participation effort for the General Plan process began with a public initiation forum. At this forum, the City's consultants introduced the General Plan process and solicited input on community issues. Additional input on community issues was gathered through a telephone survey, which interviewed over 400 households in Lake Forest.

Five community workshops were conducted during the General Plan process. Two of these workshops were held early in the General Plan program to build on the initiation forum and telephone survey. The first two workshops were primarily informational sessions to answer questions about the planning process and to begin to refine issues to develop a vision for the future of Lake Forest. Participants at these workshops were asked to focus on specific topics to be addressed in the General Plan, including land use, traffic, and recreation.

Two additional public workshops were conducted, following the creation of the land use and circulation alternatives. At this meeting, residents were able to review the goals and policies and background information collected during the General Plan process. At the last community workshop, the City presented the draft General Plan to the public. In addition to these workshops, monthly study sessions with the City Council, Planning Commission, and Parks and Recreation Commission were held to receive periodic feedback on the General Plan program.

TABLE H-1
STATE HOUSING ELEMENT REQUIREMENTS

Required Housing Element Component	Reference
A. <u>Housing Needs Assessment</u>	
1. Analysis of population trends in Lake Forest in relation to regional trends.	Appendix C-1 to C-4
2. Analysis of employment trends in Lake Forest in relation to regional trends.	Implicit in RHNA
3. Projection and quantification of Lake Forest's existing and projected housing needs for all income groups.	Pages 9 to 14
4. Analysis and documentation of Lake Forest's housing characteristics including the following:	Appendix C-12 to C-23
a. level of housing cost compared to ability to pay;	Appendix C-19 to C-23
b. overcrowding;	Appendix C-7
c. housing stock condition.	Appendix C-15 to C-19
5. An inventory of land suitable for residential development including vacant sites and having redevelopment potential and an analysis of the relationship of zoning, public facilities and services to these sites.	Pages 9 to 11
6. Analysis of existing and potential governmental constraints upon the maintenance, improvement, or development of housing for all income levels.	Appendix C-32 to C-37
7. Analysis of existing and potential nongovernmental and market constraints upon maintenance, improvement, or development of housing for all income levels.	Appendix C-31 to C-32
8. Analysis of special housing need: handicapped, elderly, large families, female-headed households, farmworkers.	Appendix C-7 to C-10
9. Analysis concerning the needs of individuals and families in need of emergency shelter in Lake Forest.	Appendix C-10 to C-12

TABLE H-1
STATE HOUSING ELEMENT REQUIREMENTS
(Continued)

Required Housing Element Component	Reference
10. Analysis of opportunities for energy conservation with respect to residential development.	Appendix C-37 to C-38
11. Analysis of assisted housing developments eligible to change from non-low income housing use.	Appendix C-24 to C-31
B. Goals and Policies	
1. Identification of Lake Forest's goals, quantified objectives, policies, and financial resources relative to maintenance, preservation, improvement, and development of housing.	Pages 7 to 8, 30
C. Implementation Program	
State guidelines provide for an implementation program to do the following:	
1. Identify adequate sites which will be made available through appropriate action with required public services and facilities for a variety of housing types for all income levels.	Pages 16 to 17 (Prog.1, 2)
2. Program to assist in the development of adequate housing to meet the needs of low-and moderate-income households.	Pages 17 to 18 (Prog. 3, 4)
3. Identify and, when appropriate and possible, remove governmental constraints to the maintenance, improvement, and development of housing in Lake Forest.	Page 18 (Prog. 5, 6, 7)
4. Conserve and improve the condition of the existing and affordable housing stock in Lake Forest.	Pages 19 to 25 (Prog. 8, 9, 10, 11, 12, 13, 14, 15)
5. Promote housing opportunities for all persons.	Pages 25 to 26 (Prog. 16, 17, 18, 19, 20)
6. Preserve for lower income households assisted housing developments.	Pages 19 to 22 (Prog. 9, 10, 11)

The City employed a number of mechanisms to advertise the General Plan process, including a half-hour cable television program, City newsletter, and press releases. The Mayor, City Manager, and City consultants hosted a television program to introduce the General Plan process and to answer questions about it. The City also published periodically a newsletter to advertise the various meetings held during the General Plan process and to summarize community input at the these meetings. Press releases also advertised all workshops and study sessions and were distributed to all Homeowner Associations to be included in their newsletters and posted on site.

Specific efforts made by the City to involve lower income households in the General Plan program included:

- Advertisement of General Plan public hearings in City newsletter mailed to every address in City;
- Conduct of workshops in locations throughout the community, including lower income neighborhoods;
- Direct noticing of 1,200 apartment residents regarding public workshop; and
- General Plan program status report and opportunity for public input at monthly meeting with the El Toro H/CD Citizens Committee.

RELATED PLANS AND PROGRAMS

A number of local and regional plans and programs relate to the Housing Element. A brief description of these plans and programs follows.

City of Lake Forest Comprehensive Housing Affordability Strategy (CHAS): The Comprehensive Housing Affordability Strategy is a five-year housing development plan which must be prepared by entitlement jurisdictions in order to receive Federal housing funds. As an entitlement jurisdiction, Lake Forest has prepared a Comprehensive Housing Affordability Strategy which contains an assessment of housing needs over a five-year period; a coordinated housing development plan incorporating Federal, State, and local resources; and a one-year implementation plan with provisions for monitoring by HUD.

The required contents of a Comprehensive Housing Affordability Strategy are very similar to a housing element. As a result, this Housing Element and the City's Comprehensive Housing Affordability Strategy contain similar information. Because these documents were prepared concurrently, they are entirely consistent.

Regional Housing Needs Assessment (RHNA): State Housing Element Law requires the Southern California Association of Regional Governments (SCAG) to create a plan, Regional Housing Needs Assessment (RHNA), which identifies a community's existing and future housing needs every five years.

Due to a suspension in State funding, SCAG will not be developing the new 1994-1999 RHNA until sometime in 1994. Thus the State Department of Housing and Community Development (HCD) has extended the current SCAG cycle (7/89 - 6/94) for two additional years to cover the period through June 30, 1996.

Because Lake Forest was not incorporated when the last RHNA report was prepared in 1988, the current RHNA did not provide 1989-1994 estimates for Lake Forest. This Housing Element utilizes SCAG's methodology to create the City's housing needs allocation for the period covering July 1, 1989 through June 30, 1996.

El Toro Redevelopment Project Area: The Orange County Redevelopment Agency has established and maintains authority over the El Toro Redevelopment Project Area which is now part of the City of Lake Forest.

As part of the redevelopment process, the County has created a number of Citizen Advisory Boards to promote public participation in redevelopment activities. Community members are elected to an advisory board which annually reviews past performance and proposed future goals. The El Toro H/CD Citizens Committee will continue to recommend to the Orange County Board of Supervisors suggested annual priorities for expenditure of redevelopment tax increment funds within the El Toro Project Area.

RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

The Lake Forest General Plan contains the following six elements: 1) Land Use; 2) Housing; 3) Circulation; 4) Recreation and Resources; 5) Safety and Noise; and 6) Public Facilities/Growth Management. The City will ensure consistency between the various General Plan elements and ensure policy direction introduced in one element is reflected in other plan elements. For example, residential development capacities established in the Land Use Element and constraints to development identified in the Safety/Noise Element are incorporated into the Housing Element. This Housing Element builds upon the other General Plan elements and is entirely consistent with the policies and proposals set forth by the Plan.

ISSUES, GOALS AND POLICIES

This Section of the Housing Element contains the goals and policies the City of Lake Forest intends to implement to address housing-related issues. The following issue areas are addressed by the goals and policies of the Element: 1) provide housing diversity and opportunities; 2) maintain and preserve housing; and 3) promote home ownership.

HOUSING DIVERSITY AND OPPORTUNITIES

The diversity of housing opportunities in Lake Forest distinguishes the City from many other south Orange County communities and serves as an attractor to residents into the City. Continuing to provide a balanced inventory of housing in terms of unit type (single-family, multi-family, mobile home), cost, and style will allow the City to fulfill a variety of housing needs.

GOAL 1.0: Adequate housing to meet the existing and future needs of Lake Forest residents.

Policy 1.1: Ensure the provision of a variety of housing opportunities (ownership and rental) in Lake Forest including low density single-family homes, moderate density townhomes, higher density apartments and condominiums and mobile homes to fulfill regional housing needs.

Policy 1.2: Facilitate the development of affordable housing by offering development incentives.

Policy 1.3: Ensure that the design of new residential development is compatible with that of existing residences.

Policy 1.4: Encourage the development of residential units whose design and market intent is to meet the needs of special groups, such as the elderly, the physically challenged and others.

Policy 1.5: Encourage the development of new housing units in close proximity to public transportation and community services.

Policy 1.6: Remove or reduce governmental constraints on affordable housing development, while maintaining compatibility with surrounding development.

Policy 1.7: Support the provision of housing services in meeting the housing needs of Lake Forest residents.

MAINTENANCE AND PRESERVATION OF HOUSING

The majority of the Lake Forest housing stock is in good condition. However, the housing conditions survey did identify deferred maintenance in some of the City's older neighborhoods and multi-family structures. As the City's housing stock continues to age, on-going maintenance is vital to prevent further deterioration.

GOAL 2.0: Maintenance and enhancement of the quality of existing residential neighborhoods.

Policy 2.1: Improve the overall quality and conditions of existing housing in Lake Forest.

Policy 2.2: Pursue establishment of a residential rehabilitation program utilizing state and federal funds.

Policy 2.3: Attempt to preserve restricted low income housing in the City that is at-risk of converting to non-low income use.

Policy 2.4: Evaluate the mobile home parks as a source of affordable housing.

HOME OWNERSHIP

The option of home ownership has become a privilege in Southern California which is often not available to low and even moderate income households or potential first time homebuyers. The City will investigate means of increasing home ownership opportunities.

GOAL 3.0: Increased opportunities for home ownership.

Policy 3.1: Encourage the development of affordable home ownership housing for first-time homebuyers.

Policy 3.2: Pursue state and federal funding sources to provide favorable home purchase options to low and moderate income households.

RELATED GOALS AND POLICIES

The goals and policies described in the Housing Element are related to and support subjects included within other General Plan elements. In turn, many goals and policies from the other elements directly or indirectly support the goals and policies of the Housing Element. These supporting goals and policies are identified in Table H-2.

TABLE H-2
HOUSING
RELATED GOALS AND POLICIES BY ELEMENT

Housing Issue Area	Related Goals and Policies by Element					
	Land Use	Housing	Circulation	Recreation and Resources	Safety/ Noise	Public Facilities/ Growth Management
Housing Diversity and Opportunities	1.2, 3.1, 3.4		3.1, 4.3	6.5		7.1, 8.1, 9.1, 9.2
Maintenance and Preservation of Housing	6.1				5.2	
Home Ownership	4.1, 4.2			6.5		

HOUSING PLAN

Lake Forest has a wide variety of housing. The Housing Plan describes the approach that will be used to meet the housing needs of the community. The Plan addresses the housing issues identified in the previous section of the Element and provides a method to achieve the City's housing goals.

SUMMARY OF EXISTING/PROJECTED HOUSING NEED

This section summarizes the City's existing and projected housing needs based on the City's expected growth, housing condition, extent of overpayment for housing, and number of households with special needs. Appendix C of the General Plan contains the comprehensive needs assessment from which this summary is drawn.

Availability of Sites for Housing

The City of Lake Forest is approaching buildout with very few vacant properties available for housing.

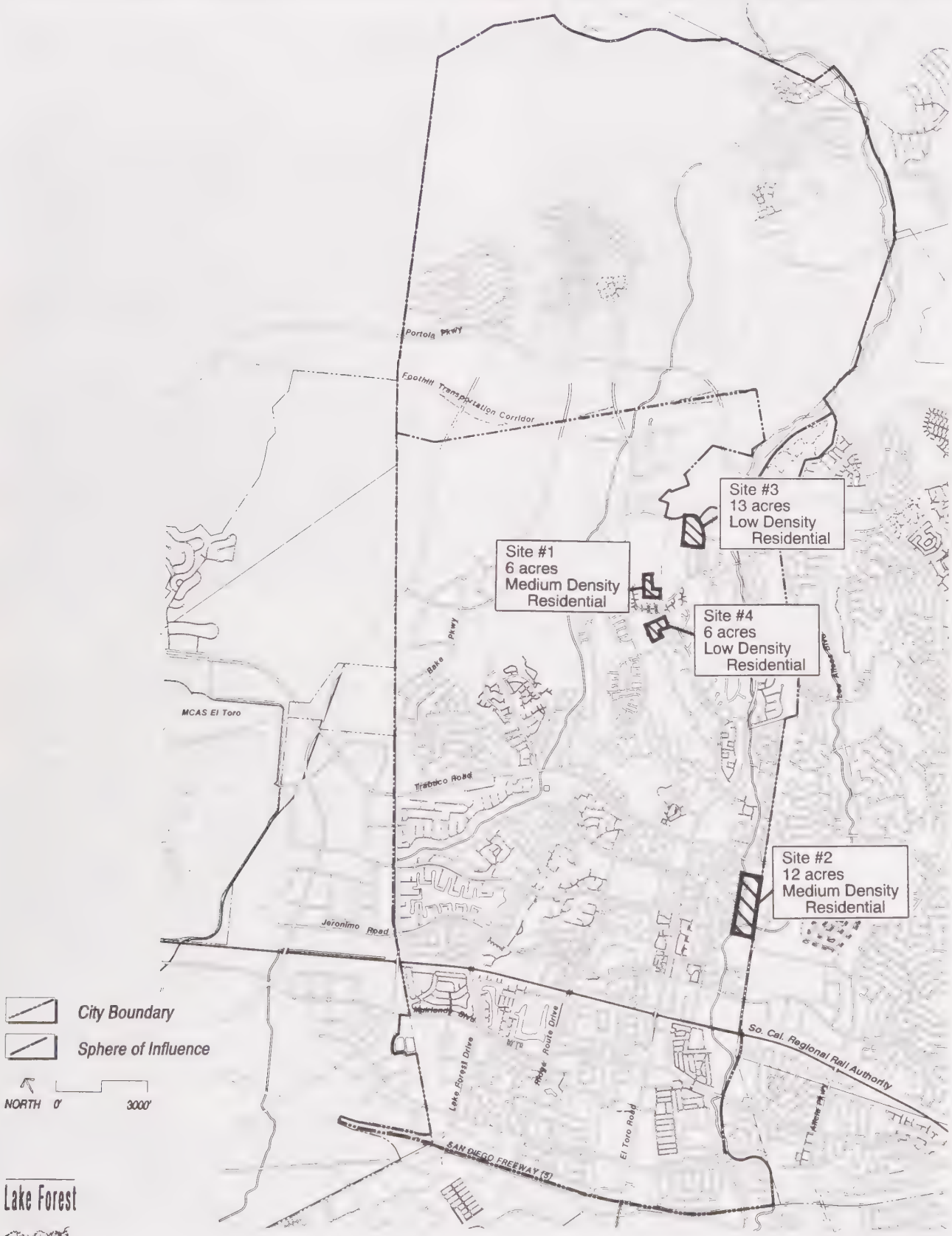
MCAS El Toro acts as a significant constraint to additional residential development. Noise contours extend well into the City and preclude residential uses. El Toro has been identified for closure, opening up the possibility for future residential development.

The City has been approached by property owners within the El Toro flight path interested in redesignation of a portion of the currently commercial-designated land to residential use should current noise constraints be eliminated. However, while the City may be supportive of additional housing in this area, as planning for the future use of El Toro will occur over the next five+ years and may continue to include noise-intensive uses, the City cannot yet plan for those areas constrained by noise contours.

The General Plan identifies four vacant sites available for new residential development within the City limits (See Figure H-1). Site # 1 encompasses approximately six acres and is designated for Medium Density residential development, permitting densities up to 25 units/net acre. A total of 109 units can be accommodated on Site # 1.

Site # 2 is the Saddleback Ranch Apartment site (23151 Los Alisos Boulevard), which has been redesignated for Medium Density Residential uses as part of the City's General Plan. Currently, 305 multi-family units are located on the site and 6.7 acres of the site is designated as Regional Park/Open Space. An estimated 12.2 net acres of this site is vacant and available for housing. Assuming an average density of 20 units/acre, this vacant acreage could support approximately 244 multi-family units. The actual number of units on this property may well exceed this based on the 25 units/acre permitted, with additional densities achievable through density bonuses.

The two remaining sites (Sites 3 and 4) are designated for Low Density Residential development, allowing up to 7 units/acre. An estimated 88 dwelling units can be accommodated on these properties.



Lake Forest

General Plan

SOURCE: Cotton/Beland/Associates, Inc.

Figure H-1
Sites Available for Residential Development

TABLE H-3
LAKE FOREST RESIDENTIAL SITE INVENTORY

Residential Designations	Gross Acres in City		Remaining Vacant Sites in City	
	Acres	Units	Acres	Units
Very Low Density (0-2 du/ac)	0.0	0	0.0	-1(a)
Low Density (2-7 du/ac)	2,148.5	11,054	17.1	88
Low-Medium Density (7-15 du/ac)	834.7	6,820	0.0	0
Medium Density (15-25 du/ac)	142.3	2,504	18.4	353
High Density (25-43 du/ac)	19.2	614	0.0	0
TOTAL	3,144.7	20,992	35.5	440

(a) There is one unit existing on land currently zoned for Very Low Density Residential, which may be removed at buildout of the General Plan Land Use Policy.

Note: Table H-20 presents the corresponsing zoning districts for each General Plan Land Use category.

The City's Sphere of Influence contains large acreages of land suitable for residential development. The City will pursue annexation of the Sphere of Influence to provide additional housing opportunities for existing and future residents. An estimated 2,120 housing units can be accommodated on the residentially zoned properties within the City's Sphere of Influence.

Share of Region's Housing Needs

State law requires jurisdictions to provide for their share of regional housing needs. Normally, as part of the Regional Housing Needs Assessment (RHNA), the Southern California Association of Governments (SCAG) determines the five year housing growth needs by income category for cities within its jurisdiction, which now includes the City of Lake Forest. Future housing needs reflect the number of new units needed in a jurisdiction based on households which are expected to reside within the jurisdiction (future demand), plus an adequate supply of vacant housing to assure mobility and new units to replace losses. However, because Lake Forest had not yet incorporated when the estimates were prepared in 1988, the RHNA did not provide 1989-1994 estimates for the corporate boundaries of Lake Forest. In addition, due to a suspension in State funding, SCAG will not be developing the new 1994-1999 RHNA until sometime in 1994.

Because SCAG's assessment of future housing needs is not available, this Housing Element utilizes a projection of regional housing need for the July 1, 1989 - June 30, 1994 period which has been prepared by the City based on the SCAG RHNA methodology. A worksheet outlining the specific steps taken in developing the City's regional housing needs is included as Appendix D to the Housing Element.

In general terms, the three factors considered in determining housing unit growth are: household growth, unit vacancies, and expected demolitions.

Household growth projections are derived from the Orange County Preferred Projections - 92 (OCP-92). According to these projections, an estimated 276 housing units will be added to the Lake Forest housing stock between 1/90 - 1/95, and can be used to approximate the growth expected during the 7/89 - 6/94 period.

The vacancy adjustment in the RHNA involves determining the City's ideal vacancy rate based on the ratio of single-family to multi-family units, and translating this into the City's "vacancy need" during the five year period to maintain this ideal vacancy rate. The Federal Home Loan Bank Board documents a 2.9% vacancy rate in Lake Forest, approximating the City's ideal vacancy rate of 2.96%. (Ideal vacancies are defined by SCAG as 2% for single-family and 5% for multi-family, with the overall ideal rate determined by the City's mix of single and multi-family units.)

A final adjustment to projected housing needs is made based on the number of units expected to be demolished during the five year period. Review of Building Department records since the City's incorporation indicate no residential demolitions have occurred and no demolitions are expected during the five year cycle of the Housing Element.

Given the above assumptions of household growth, vacancies, and demolitions, 276 housing units will need to be added to the Lake Forest housing stock by June 30, 1994. (However, since the SCAG Housing Element cycle has been extended two years, the City has until June 30, 1996 to fulfill its regional housing needs.) This future housing need is further broken down by the income levels of the households the units will need to be supplied for, illustrated in Table H-4.

The distribution of future housing needs by income group is primarily based on Lake Forest income distribution as documented by the 1990 Census. State law requires in allocating the percentage distribution by income level for each city, further "impaction", or concentration of lower income households be avoided. Because Lake Forest has below the regional average of lower income households (27.2% vs. 39.8%), the City's income distribution has been adjusted "25% of the way" towards the regional average of lower income households.

Since Lake Forest is preparing its first Housing Element during the middle of the 1989-1994 SCAG cycle, residential development that has taken place since July 1989 should be accounted for. According to County records, a total of 15 units have been constructed in the City since January 1990 (records are not readily available for 7/89-12/89 period, although it is believed no units were constructed). Of the 15 units developed in the City, eight are in a multi-family complex, with single-family homes comprising the remaining seven units. Because precise information on the rental rates of the eight multi-family units is unavailable, these units along with the single-family units are subtracted from the City's regional share of Upper Income housing needs, leaving a remaining 116 Upper Income units to be provided. The City of Lake Forest has adequate sites zoned at appropriate densities to fulfill its remaining share of regional housing needs (refer to "Availability of Sites for Housing"), and will adopt programs as part of this Housing Element to facilitate the development of affordable housing on designated multi-family housing sites.

TABLE H-4
LAKE FOREST
HOUSEHOLD NEEDS BY INCOME GROUP
Through June 30, 1994

Income Category	Housing Units	Percent	Units Since 7/89	Remaining Housing Need
Very Low (0-50% County median income)	38	13.95%	0	38
Low (50-80% County median income)	46	16.40%	0	46
Moderate (80-120% County median income)	61	22.15%	0	61
Upper (over 120% County median income)	131	47.50%	15	116
Total Housing Units	276		15	261

Source: Cotton/Beland/Associates - based on SCAG RHNA methodology.

Residential Development Potential Compared with Lake Forest's Regional Housing Needs

As indicated in Table H-4, the projected regional housing need for Lake Forest is 276 dwelling units through June 30, 1996. The General Plan provides for a net increase of 440 dwelling units, ranging in density from low to medium density residential.

In terms of development opportunities for lower income households, the Land Use Plan provides for a net increase of 353 dwelling units, permitting densities of up to 25 units/acre. Increased densities can be achieved through density bonuses. Densities of 25 units/acre and above can be used as a general standard of affordability for lower income households.

The City will further assist in the development of affordable housing through housing programs established in the Housing Element, including expedited project review and reduced development fees for affordable housing projects, affordable housing incentive programs, preservation of existing affordable housing through rehabilitation, and provide affordable homeownership opportunities through first-time homebuyers assistance programs.

Availability of Public Services and Facilities

Public facilities are generally available to facilitate development in Lake Forest. Almost all of the land designated for residential use can be easily served by sewer lines, water lines, streets, storm drains, telephones, electrical and gas lines.

Summary of Housing Needs

Assuring the availability of adequate housing for all social and economic segments of Lake Forest's present and future population is a primary goal of the City. To implement this policy, the City targets programs and monetary assistance toward those households with the greatest need. The following summarizes the major housing need categories in terms of income groups as defined by Federal and State law. The City recognizes the special status of very low and lower income households, which in many cases are also elderly or single-parent households. City

housing programs focus on these households. As summarized in Table H-5 the groups most in need of housing assistance in the near future include the following:

(1) *New Residents*: The City of Lake Forest has an identified future housing need of 276 new housing units through June 30, 1996 translating to an additional 800 residents.

(2) *Units in Need of Repair*: The Housing Conditions Inventory identified a total of 254 units as substandard. Of these units, 42 homes needed replacement.

(3) *Overpaying Households*: Sales and rental rates for housing units in the City are at a level such that an estimated 2,856 lower income households are paying more than 30 % of their income for housing. Certain households in Lake Forest may have a more difficult time finding decent, affordable housing, such as seniors, large families and female-headed households.

These specific areas - expected growth, substandard housing, overpayment for housing and households with special needs - are areas in which the City can target its efforts toward realizing its goal for the provision of adequate housing.

TABLE H-5
LAKE FOREST
EXISTING AND PROJECTED HOUSING NEEDS

Overpaying Households (a)		**Special Needs Households/Persons**(a)	
Total	2,856	Elderly Households	2,103
Lower Income Renter	1,831	Large Families	2,333
Lower Income Owner	1,025	Disabled	3,314
		Female-Headed Households	1,573
		Farmworker	254
		Homeless	up to 10
Units in Need of Repair(b)		**Household Growth 7/89-6/96:**(c)	
Total	254	Total	276
Substandard, Needs Rehabilitation	212	Very Low Income	38
Substandard, Needs Replacement	42	Low Income	46
		Moderate Income	61
		Upper Income	131

Source: (a) 1993 figures are obtained by applying proportions contained in the 1990 Census to the 1993 State Department of Finance household estimate.
(b) Cotton/Beland/Associates, Housing Conditions Survey, 1993.
(c) Cotton/Beland/Associates, Inc. - based on SCAG RHNA methodology.

Note: Special needs figures cannot be totaled because categories overlap and are not exclusive of one another.

Evaluation of Accomplishment Under Adopted Housing Element

State Housing Element law requires communities to assess their achievements under adopted housing programs as part of the five-year update to their housing elements. These results should be quantified where possible (e.g. rehabilitation results), but may be qualitative where necessary (e.g. mitigation of governmental constraints). These results then need to be compared with what was projected or planned in the earlier element. Where significant shortfalls exist between what was planned and what was achieved, the reasons for such differences must be discussed.

The City of Lake Forest is preparing its first Housing Element. Subsequent revisions to this element will evaluate the City's accomplishments in satisfying the housing goals established in this Element.

HOUSING PROGRAMS

The goals and policies contained in the Housing Element address Lake Forest's identified housing needs and are implemented through a series of housing programs. Housing programs define the specific actions the City will undertake to achieve specific goals and policies.

The City of Lake Forest's overall housing program strategy for addressing its housing needs have been defined according to the following issue areas:

- Conserving the existing supply of affordable housing;
- Providing adequate sites;
- Removing governmental constraints; and
- Providing supportive housing assistance for special needs population, including consideration of equal housing opportunities;
- Rehabilitating the City's existing single-family and multi-family housing stock;
- Providing housing opportunities for first-time homebuyers.

Housing programs include both current City and County efforts, and new programs which address the City's unmet housing needs. This section provides a description of each housing program and future housing actions through June 30, 1996. The Housing Program Implementation Table (Table H-6) outlines the future actions for each housing program, along with identifying the program funding source, responsible agency, and time frame for implementation.

As a new entitlement jurisdiction, Lake Forest will receive its first CDBG allotment in July 1994. These funds will be utilized by the City to administer non-direct assistance programs related to planning, building, and public facilities. Lake Forest will continue to use Federal HUD funds administered through the County's Section 8 Program for rental assistance. Other potential financial resources available to the City for the preservation, improvement and development of housing include HOME and HOPE funds, State Mobile Home Park Assistance, California Home Ownership Assistance Program, California Housing Rehabilitation Program (owner and renter), Emergency Shelter Grant, and California Housing Finance Agency monies. In addition to these funding sources, the El Toro Redevelopment Target Area under the jurisdiction of the County falls almost entirely within the City of Lake Forest corporate limits. This Target Area

generates approximately $2.5 million annually, 20 percent of which must be made available for affordable housing programs. The El Toro H/CD Citizens Committee will continue to recommend to the Orange County Board of Supervisors suggested annual priorities for expenditure of redevelopment tax increment funds within the El Toro Project Area.

HOUSING DIVERSITY AND OPPORTUNITIES

Lake Forest has established a goal to provide a balanced inventory of housing in terms of unit type, cost, and style. This goal addresses the City's housing issues in three issue areas: 1) Provision of adequate sites; 2) Removal of governmental constraints; and 3) Provision of supportive housing assistance for special needs population. Housing programs devised to implement this goal are grouped by issue area.

Provision of Adequate Sites

A key element in satisfying the housing needs of all segments of the community is the provision of adequate sites for housing. This is an important function of both the general plan and zoning.

1. **Land Use Element:** Planning and regulatory actions to achieve adequate housing sites is achieved through the Land Use Element and Zoning Code. The Land Use Element provides for a variety of residential types, ranging from lower density single family homes to higher density apartments and condominiums. As shown in Chapter V, the Land Use Element provides for adequate sites within the City limits to meet the City's share of regional housing needs, which have been identified as 276 units for the 1989-1996 period.

   Program Actions through June 30, 1996: Designate adequate sites at appropriate densities on the Land Use Plan to accommodate Lake Forest's regional housing needs. Maintain an up-to-date inventory of sites suitable for residential development and provide to interested developers.

2. **Sites for Homeless Shelters:** The Orange County Homeless Issues Task Force estimates the entire County's homeless population between 10,000-12,000, representing 0.4 to 0.5% of the County's population. The majority of homeless in the County are in the older more urbanized jurisdictions and in the beach communities. The City estimates that up to ten homeless persons can be found within the City limits at any given time.

   A number of shelters/transitional housing programs are operated within close proximity to Lake Forest and are the most likely to provide services to homeless individuals and families in the Lake Forest area, including Friendship Shelter, Irvine Temporary Housing, and Orange Coast Interfaith.

   Program Actions through June 30, 1996: The Housing Element contains an inventory of homeless services and facilities. The City will provide this inventory along with telephone numbers and agency contacts to City staff who interface with the public and offer referrals to individuals seeking assistance. The City will coordinate closely with the County Sheriff's Department to ensure homeless persons and persons threatened with homelessness are referred to shelters and social service agencies. (The County Sheriff's Department has a substation located in the Lake Forest City Hall). In addition, the City will

modify its zoning ordinance to permit transitional housing in all of the City's residential zones subject to a Conditional Use Permit (CUP) and emergency housing in the Commercial, Business Park, and Mixed Use zones, also subject to a CUP. The CUP will set forth conditions aimed at enhancing the compatibility of transitional housing and shelters with the surrounding neighborhood or commercial district, and will not unduly constrain the creation of such facilities.

3. **Affordable Housing Ordinance:** The City of Lake Forest will adopt an Affordable Housing Ordinance which both incorporates State density bonus provisions, and provides for flexibility in development standards for projects with an affordable housing component.

   Pursuant to State density bonus law, if a developer allocates at least 20 percent of the units in a housing project to lower income households, 10 percent for very low income households, or at least 50 percent for "qualifying residents" (e.g. seniors), the City must either a) grant a density bonus of 25 percent along with one additional regulatory concession to ensure that the housing development will be produced at reduced cost, or b) provide other incentives of equivalent financial value based upon land cost per dwelling unit. The developer shall agree to and the City shall ensure continued affordability of all lower income density bonus units for a minimum 30-year period.

   The City's Affordable Housing Ordinance will specify other incentives available to projects with affordability restrictions. These will include modified parking standards and open space requirements, and flexibility in height and setback requirements.

   Program Actions through June 30, 1996: The City will adopt an Affordable Housing Ordinance by the end of 1994.

4. **Rental Housing Incentives Program:** Given the limited availability of vacant sites for housing remaining within the current Lake Forest City limits, the City will adopt a specific program to facilitate the development of affordable rental housing during this Housing Element cycle. In addition to the incentives offered through the Affordable Housing Ordinance described above, the City will specifically work with the property owners of the Saddleback Ranch Apartment site to pursue affordable housing funding sources to promote the development of rental housing on the remaining 12+ vacant acres of this property. The City has contacted the Orange County Multi-Family Mortgage Revenue Bond program staff, and they have indicated bond monies are available for rental construction.

   Program Actions through June 30, 1996: The City will promote the development of the Saddleback Ranch site with affordable rental housing during the time frame of this Housing Element by: 1) pursuing multi-family mortgage revenue bonds through the County; and 2) offering density and other development incentives provided for through the Affordable Housing Ordinance.

Removal of Governmental Constraints

State law requires the Housing Element to address, and where appropriate and legally possible, remove governmental

constraints affecting the maintenance, improvement, and development of housing. The following programs are designed to lessen governmental constraints on housing development.

5. **Expedited Project Review:** A community's evaluation and review process for housing projects contributes to the cost of housing because holding costs incurred by developers are ultimately reflected in the unit's selling price.

   Program Actions through June 30, 1996: To minimize holding costs, Lake Forest will prioritize the review of housing projects with an affordable component, including projects where only a percentage of the total units are affordable. The City utilizes an independent contracting firm to process development applications, and therefore, does not face staffing limitations in expediting the processing of affordable housing projects. The City will also evaluate providing for administerial approvals of multi-family projects with ten or fewer units, and will modify its processing procedures accordingly by mid-1995.

6. **Development Fees:** Various fees and assessments are charged by the City to cover the costs of processing permits and to provide services and facilities to the project.

   Program Actions through June 30, 1996: The City is in the process of reviewing the development fee schedule it inherited from Orange County. Fees for entitlements are unnecessarily high relative to actual costs in the City, and are being recommended for substantial reduction. The City will adopt its revised fee structure by the end of 1994.

7. **Second Units:** The City has adopted the County's zoning ordinance which includes provisions for second units. The City plans to adopt a Second Unit Ordinance to reflect the following minimum State requirements:

   - The unit is not intended for sale and may be rented.
   - The lot contains an existing single-family dwelling.
   - The floor area of an attached unit shall not exceed 30% of the existing living area.
   - The floor are of a detached unit shall not exceed 1,200 square feet.
   - Any construction shall conform to height, setback, lot coverage, architectural review, site plan review, fees, charges, and other zoning requirements generally applicable to residential construction in the zone in which the property is located.

   Program Actions through June 30, 1996: The City will adopt a Second Unit Ordinance consistent with State requirements to facilitate affordable housing production. The City's goal is to encourage the creation of ten second units within this Housing Element cycle.

Provide Supportive Housing Assistance for Special Needs Population

8. **Orange County Fair Housing Council**: Lake Forest is a member of the Orange County Fair Housing Council. This Council receives complaints of discriminatory practices in housing within the City. This body provides

counseling and information on discrimination, landlord/tenant problems, special assistance for ethnic minority and single-headed households (which includes escort services to locate adequate housing), bilingual housing literature and video-tape presentations, day-care services, and housing assistance counseling.

Program Actions through June 30, 1996: The City will advertise Orange County Fair Housing Council's services in the City's newsletter and in local periodicals. The City will also put up posters advertising the County's fair housing services in both English and Spanish at the public counter, City library, post office, and other community locations.

9. **Coordination with Social Service Agencies:** A variety of social services agencies provide housing and supportive services to special needs groups in Lake Forest. Many of these social service agencies receive CDBG funds from the County to help administer these programs.

   South County Senior Services provides a wide range of support services to the elderly. Some of the more popular programs sponsored by the agency include home sharing and home delivered meals. The homesharing program helps seniors find roommates to share housing costs. The home delivered meals program provides meals to low income seniors, a large number of which are in Lake Forest's mobilehome parks. Programs which serve Lake Forest seniors are operated from the Oso Viejo Community Center in Mission Viejo and the Laguna Hills Senior Center.

   Key social service providers for the disabled in Lake Forest are the Orange County Association for Retarded Citizens, Dayle McIntosh Center for the Disabled, California Paralyzed Veterans Association, Mental Health Association of Orange County, and Lutheran Social Services of Southern California. The Orange County Association for Retarded Citizens provides extensive services to the developmentally disabled, including case management, and job training and placement. The Dayle McIntosh Center specifically helps physically disabled persons through professional counseling, teaching independent living skills, and providing food services. The California Paralyzed Veterans Association primarily provides referral services, so disabled veterans can find services available to them. The Mental Health Association provides a variety of services, including counseling, transportation, job training to mentally disabled persons. Lutheran Social Services of Southern California provides assistance to the aged and handicapped, including emergency meals, transportation, counseling and respite care.

   In attempts to help homeless persons and families, a number of shelters/ transitional housing projects are operated within close proximity of Lake Forest, including Friendship Shelter, Irvine Temporary Housing, Orange Coast Interfaith, and Martha House. In addition to these shelter programs, five social service agencies (Adopt-A-Neighbor, Episcopal Service Alliance, Saddleback Community Outreach, Share Our Selves, and Irvine Temporary Housing) provide food and a variety of other services to the homeless and low income population, including hygiene supplies and clothing.

Program Actions through June 30, 1996:
The City of Lake Forest will provide CDBG assistance to the following social service agencies in FY 94/95:

- Adopt-a-Neighbor Food and Outreach
- Mary Erickson Foundation - (affordable housing advocacy)
- Episcopal Services Alliance - Community Service Office
- Episcopal Services Alliance - Martha House - (Women's Shelter)
- South Orange County Community Services Council
- Community Services Programs, Inc. - (Youth Shelter Program)
- Orange County Homeless Issues Task Force
- South County Senior Services - Senior Shared Housing Program
- Saddleback Community Outreach
- Lutheran Social Services of Southern California
- Fair Housing Council of Orange County
- City of Lake Forest Human Services Department - (at-risk youth)

The City will continue coordination with social service providers and evaluate funding key agencies to continue the provision of services to Lake Forest residents in future years.

MAINTENANCE AND PRESERVATION OF HOUSING

This goal addresses two issue areas: 1) Conservation of the existing supply of affordable housing and 2) Rehabilitation of the City's existing housing stock.

Conserve the Existing Supply of Affordable Housing

Market rents in Lake Forest are at a level which significantly limit the supply of housing affordable to very low income households. Rental subsidies are necessary to prevent many of the City's very low income residents from spending upwards of 30% of their incomes on housing costs, and overextending themselves financially. In addition to rent subsidies, actions to conserve the several low income bond projects in Lake Forest at-risk of converting to market rate will be necessary to maintain their affordability.

10. **Section 8 Rental Assistance:** The Section 8 rental assistance program extends rental subsidies to very low income families and elderly who spend more than 30% of their income on rent. The subsidy represents the difference between the excess of 30% of their monthly income and the actual rent. The voucher program is similar to the Section 8 Program, although participants receive housing "vouchers" rather than certificates. Vouchers permit tenants to locate their own housing. Unlike in the certificate program, voucher recipients are permitted to rent units beyond the federally determined fair market rent in an area provided the tenant pays the extra rent increment. Both certificates and vouchers can be used to pay for mobile home park space rents. Lake Forest contracts with the

Orange County Housing Authority to administer the Federal Section 8 Certificate/Voucher Program.

The County also administers rental assistance programs specifically for special needs groups, including families whose children are at risk of being placed in out-of-home care, disabled persons, homeless and the frail elderly. These programs include:

- *Family Unification Program* provides Section 8 Certificates to families whose children are at risk of being placed in out-of-home care or delayed in returning from care because of the family's inadequate housing.

- *Aftercare Program for Disabled* provides Section 8 Certificates specifically for disabled applicants.

- *Shelter Plus Care Program* issues federally funded Certificates to homeless persons with disabilities. These certificates are awarded on a nationwide competitive basis to homeless persons with disabilities.

- *Hope for Elderly Independence* provides certificates to frail elderly persons.

Program Actions through June 30, 1996: The City will facilitate use of the Section 8 program in its jurisdiction by advertising in the City Newsletter the opportunity for encouraging owners to list available rentals with the County Housing Authority.

11. **Refinance Multi-Family Mortgage Revenue Bonds:** The Multi-Family Mortgage Revenue Bond program is designed to make financing available to developers for the construction of multi-family residential rental units. In order to receive financing through the bond program, developers must reserve for 10 years, 20% of the units for rental use by families or individuals who earn 80% or less of the median family income in Orange County. Once the 10 year restrictions on these projects expire, it is possible to refinance the mortgage revenue bond. All refinanced multi-family mortgage revenue bond projects are required by the 1986 Tax Reform Act to commit 20% low-income units for the greater of 15 years or as long as the bond is outstanding; 10% of the units must be reserved for very low income occupants.

The Trabuco Woods apartment project in Lake Forest has recently refinanced the mortgage revenue bonds, extending the low income use restrictions from 1996 to 2008. In addition, half of the projects low income units must now be restricted for very low income households, thus increasing the affordability of these units for those persons having the greatest need. The City entered into a cooperative agreement with the County for the refinancing, and adopted a Resolution "Adopting a Multi-Family Housing Finance Program in Cooperation with the County of Orange."

A total of 274 bond-financed rental units for low income households are at risk of converting to market rate housing between 1989 and 1999. The preservation of these units can be most effectively achieved by refinancing the mortgage bonds.

Program Actions through June 30, 1996: Potential conversion dates for at-risk projects are: River Oaks (1995); Vintage Woods (1994); Emerald Court (1995); Spring Lakes (1995); and Westridge (1995). The

City will continue to work with the County and project owners to refinance multi-family mortgage revenue projects in consideration for extending the affordable use restrictions as these restrictions become eligible to expire.

12. **Mobile Home Park Preservation:** Mobile homes in Lake Forest are generally in good condition and not in need of substantial rehabilitation. Mobile home preservation issues are related more to maintaining the space rent at affordable rates than to needed improvements to mobilehome parks. The City is currently evaluating the following programs to preserve affordability in its mobile home parks:

    ***Tenant Purchase of Mobile Home Park*:** The Mobile Home Park Resident Ownership Program (MPROP), offered by the State Department of Housing and Community Development, provides financial and technical assistance to mobile home park residents who wish to purchase their mobile home parks and form a resident organization to convert the parks to resident ownership. Loans are made to low income mobile home park residents or to organizations formed by park residents to own and/or operate their mobile home park and are awarded by the State on a competitive basis. Applications must be made by mobile home park residents who must form a resident organizations and a local public entity as co-applicants. The City of Lake Forest has been approached by mobilehome park representatives regarding tenant purchase and plans to apply for HOME funds to assist in the tenant purchase, and will also direct tenants to MPROP.

    Direct Rental Assistance: Rental assistance is currently available to Lake Forest mobile home park tenants through the Section 8 Rental Assistance Program, administered by the Orange County Housing Authority. Through this program, very low income families who spend more than 30% of their income on rent are provided subsidies between the excess of 30% of their monthly income and the actual rent. (See Section 8 Rental Assistance Program discussion for additional information)

    Rental assistance can also be funded with the County of Orange redevelopment housing set-aside monies. Set-aside monies from the County of Orange El Toro Redevelopment Project could potentially be utilized for mobile home rental assistance.

    ***Mobile Home Park Interim Financing/ Public Purchase*:** This program uses tax exempt public financing for purchase of mobile home parks. This program can take many different forms, including:

    - Interim purchase of mobile home parks by a housing authority, or non-profit corporation for purpose of rent stabilization and/or future conversion to tenant ownership.

    - Public purchase of mobile home parks by a housing authority or non-profit corporation.

    - Combination of public purchase and tenant ownership through long term lease with option to buy.

    Program Actions through June 30, 1996: The Community Development Department will evaluate these programs and conclude on their effectiveness by 1995. The City will apply

for HOME funds through State HCD during the next funding cycle to assist in the tenant purchase of their park. Tenant ownership will provide a means for lower income residents to control mobile home park space rents.

13. **Conservation of Existing and Future Affordable Units:** In order to meet the housing needs of all economic groups in Lake Forest, the City must guard against the loss of housing units available to lower income households. A total of 274 housing units in Lake Forest are at-risk of conversion to market rate prior to June 30, 1999. The City will implement the following programs to conserve its affordable housing stock.

    Monitor Units At-Risk: Contact owners of "at risk" units as expiration dates on restricted units approach to determine the intent of property owners. Discuss with owners the City and County's desire to preserve at risk units as affordable to low income households.

    Time Frame: One year prior to potential expiration.

    Responsible Agency: Community Development Department

    Funding Source: CDBG, General Fund

    Coordinate with County Effort: Five "at-risk" projects in Lake Forest are financed under mortgage revenue bond programs. The City will coordinate with the County and the owners of at-risk projects to encourage bond refinancing on these projects (refer to Program 11).

    Time Frame: One year prior to potential expiration.

    Responsible Agency: Orange County and City Community Development Department

    Funding Source: CDBG, General Fund

    Work with Potential Priority Purchasers: Establish and maintain close contact with public and non-profit agencies, such as the Orange County Community Housing Corporation (OCCHC), interested in purchasing and/or managing units at-risk to inform them of the status of at-risk projects. Solicit technical assistance for additional means of preserving these units at risk from OCCHC and the California Housing Partnership.

    Time Frame: Ongoing

    Responsible Agency: Community Development Department

    Funding Source: CDBG, General Fund

    Tenant Education: Work with tenants of "at-risk" developments eligible for conversion to market rate use. This should include informational material about the County's Section 8 rent subsidies, and information regarding potential bond refinancing and purchase by non-profits to help residents understand available options for preserving low income use restrictions.

    Time Frame: At least six months prior to subsidy termination, as identified in the schedule presented for monitoring units at risk.

Responsible Agency: Community Development Department

Funding Source: CDBG

Rehabilitate the City's Existing Single-Family and Multi-Family Housing Stock

The majority of the City's housing stock is in good condition, exhibiting no outward signs of decay. However, approximately 10% of the City's housing units will reach 30 years of age within the next five years, which is the typical age for a residential structure to require some substantial repair or rehabilitation work. In addition, several neighborhoods in the City contain concentrated levels of housing deterioration. As a new entitlement jurisdiction, Lake Forest will begin receiving its own allocation of CDBG funds which can be utilized to operate a rehabilitation program for low income households, as well as other households within low income census tracts.

14. **Owner-Occupied Rehabilitation:** Orange County has been administering an owner-occupied rehabilitation program on behalf of the City of Lake Forest. This program utilizes CDBG funding to provide low interest loans, rebates, and grants to owners of residential properties. Deferred payment rehabilitation loans of up to $10,000 are available to Very Low Income owner-occupied households. The County also offers a 3% interest loan for home repairs. Rebates up to $3,000 and emergency grants are also available for rehabilitation purposes for income qualified households.

    Rehabilitation grants are also available to mobile home owners. Maximum grant amount is $5,000, although amounts between $7,000 to $10,000 are frequently approved given the magnitude of needed repairs. The grant program has been widely used to upgrade coaches in the City's mobilehome parks.

    As a new Federal Entitlement jurisdiction, Lake Forest will receive its first year allocation of CDBG funds in July 1994 at which time the City will initiate its own rehabilitation program. City residents will then no longer be eligible to participate in County-sponsored rehab programs.

    Program Actions through June 30, 1996: Advertise the County's rehabilitation program in the City's newsletter until July 1994. Based on past program performance, approximately 38 ownership units are expected to be rehabilitated under the County's CDBG Housing Rehabilitation Program through September 1994. When the City receives its first CDBG allotment in July 1994, it will establish an owner rehabilitation program with a modest goal of assisting 15 households (11 low income and 4 very low income) annually during the first two program years.

15. **Code Enforcement:** The code enforcement program is operated through the City's Community Development Department, whose inspectors respond to complaints related to substandard housing, property maintenance, overgrown vegetation, trash and debris, illegal conversions, improper occupancy and other nuisance and zoning complaints. Upon inspection, if violations of code exist, a violation notice is issued to the responsible party. A failure to comply will result in code compliance proceedings.

    Program Actions through June 30, 1996: The City will continue its enforcement of building and other codes

and will expand the program to inform property owners in violation of City Codes of available rehabilitation assistance he/she may be eligible for to correct Code violations.

HOMEOWNERSHIP

In Southern California, the option of home ownership is often not available to lower and moderate income households or first-time homebuyers. This goal addresses the affordability issue by providing home ownership opportunities for first-time buyers.

Provide Housing Opportunities for First-Time Homebuyers

Home ownership in Orange County is increasingly unaffordable to low and moderate income residents. In 1993, an estimated 6,000 of the City's 14,700 homeowners had a housing cost burden of over 30%. Also, given that 6% of the City's households are living in overcrowded conditions - half renters and half owners - the City's Housing Element will facilitate affordable home ownership opportunities through the provision of first-time buyer assistance. In addition to addressing these housing needs, increasing the level of home ownership within the community will improve community pride and attractiveness.

16. **Preferential Financing for First-Time Homebuyers:** The Southern California Housing Finance Agency (SCHFA) raises funds for mortgage financing through the sale of tax-exempt revenue bonds. SCHFA uses proceeds from the sale of these bonds to provide below-market interest mortgage loans for the purchase, purchase and rehabilitation, and rehabilitation-related mortgage refinancing. SCHFA has recently issued bonds available to Orange County first-time homebuyers earning below 100% the County median income. The City has been contacted by local lenders participating in the program interested in offering SCHFA mortgage loans to Lake Forest residents. Based on this interest, the City has written an "accommodation and acceptance" notice to Orange County to become a participating jurisdiction in this program.

    Program Actions through June 30, 1996: The City will cooperate with lenders and the County in advertising the availability of the SCHFA program.

17. **Shared Equity Program**: The City will develop a shared equity program in which Federal HOME monies are used to provide second trust deeds to low income first time homebuyers for homes which sell at no greater than 90% of the County median. A Deed of Trust and affordable housing covenant are secured against the property to ensure the unit is owner-occupied and the loan is paid back with a proportionate share of the equity at the time the property is sold or transferred. The covenant will designate the use for not less than the maximum feasible time. As an entitlement jurisdiction, Lake Forest can apply to the State through a competitive process for HOME funds.

    Program Actions through June 30, 1996: The City will commit to applying for HOME funds through State HCD during the next funding cycle. These funds will be used to initiate a first-time homebuyer program and assist in the tenant purchase of mobile home parks.

18. **Downpayment Assistance Program**: The City can utilize CDBG funds to initiate a downpayment assistance program for low and moderate income first time homebuyers. Grants of up to half the downpayment could be provided, with a not to exceed maximum. Participants would be referred to the City's program by a lender that has pre-qualified the participant. Preference for downpayment assistance could be given to current tenants in condominium conversions, those employed in Lake Forest, or Lake Forest residents.

    Program Actions through June 30, 1996: The City's Community Development Department will evaluate and draw a conclusion on the opportunity to establish a downpayment assistance program by 1995.

19. **Condominium Conversion Ordinance:** With the closure of the El Toro Naval Base, there is a potential for increased vacancy in the City's multifamily rental housing stock. Given the good condition of the City's rental housing units, condominium conversion may occur. The purpose of a condominium conversion ordinance is to regulate the conversion of rental housing to condominium ownership and to ensure the rights of existing tenants. Under State law, the conversion process requires that a minimum of 60 days notice be provided to all tenants prior to the filing of a tentative map for condominium ownership. Each of the tenants then has the right of first purchase of their respective units.

    Program Actions through June 30, 1996: The City will evaluate the minimum State noticing requirements which regulate condominium conversions. In addition, the City will provide tenants in projects proposed for conversion with information on programs available for purchase of units.

20. **Mortgage Credit Certificates:** The County of Orange administers a Mortgage Credit Certificate Program, as authorized by Congress in the Tax Reform Act of 1984, as a means of providing financial assistance for the purchase of single-family housing. A mortgage credit certificate is a certificate awarded by the County authorizing homeowners to take a federal income tax credit against federal income taxes of up to 20% of the annual interest paid on the mortgage. The program targets income levels that are equal to or less than 115% of the Orange County median income. Concurrent with this certificate program, the County offers a Down Payment Assistance Program, which targets income levels that are equal to or less than 80% of the median income. It is anticipated that 50% of those households participating in the certificate program will be eligible for down payment assistance.

    Program Actions through June 30, 1996: The City will encourage the use of mortgage credit certificates by advertising the program in the City's newsletter.

TABLE H-6
HOUSING PROGRAM IMPLEMENTATION TABLE

HOUSING PROGRAM	PROGRAM OBJECTIVE	PROGRAM ACTION (# UNITS TO BE ASSISTED)	FUNDING SOURCE	RESPONSIBLE AGENCY	TIME FRAME
PROVISION OF ADEQUATE SITES					
1. Land Use Element	Provide a range of residential development opportunities through appropriate land use designations.	Maintain an up-to-date inventory of sites suitable for residential development. Accommodate the City's share of regional housing needs, identified as 276 dwelling units.	General Fund	Community Development Dept.	Adopt by June 1994
2. Sites for Homeless Shelters	Provide housing opportunities for homeless persons.	Provide list of social service contacts to City staff who work with people needing assistance. Modify the City's zoning ordinance to permit transitional housing in residential zones and emergency housing in the commercial zones.	General Fund	Community Development Dept.	Mid 1995
3. Affordable Housing Ordinance	Incorporate State density bonus provisions and provide for flexibility in development standards for projects with an affordable housing component.	Adopt Affordable Housing Ordinance.	General Fund	Community Development Dept.	Adopt by end of 1994
4. Rental Housing Incentives	Adopt specific program to facilitate development of affordable rental housing.	Promote development of the Saddleback Ranch site with affordable rental housing.	County Multi-Family Revenue Bonds, General Fund	Community Development Dept.	Ongoing

TABLE H-6
HOUSING PROGRAM IMPLEMENTATION TABLE
(Continued)

HOUSING PROGRAM	PROGRAM OBJECTIVE	PROGRAM ACTION (# UNITS TO BE ASSISTED)	FUNDING SOURCE	RESPONSIBLE AGENCY	TIME FRAME
REMOVAL OF GOVERNMENTAL CONSTRAINTS					
5. Expedited Project Review	Provide fast track permit processing for projects with an affordable component.	Prioritize review of affordable housing projects. Evaluate providing administerial approvals of multi-family projects with ten or fewer units. Modify processing procedures.	General Fund, Development Fees	Community Development Dept.	Mid 1995
6. Development Fees	Reduce fees for affordable housing projects.	Assess current fee schedule and identify possible fee reductions.	General Fund	Community Development Dept.	Ongoing
7. Second Units	Facilitate affordable housing through development of second units.	Adopt a Second Unit Ordinance which reflects minimum State requirements.	General Fund	Community Development Dept.	1995
PROVIDE SUPPORTIVE HOUSING ASSISTANCE FOR SPECIAL NEEDS POPULATION					
8. Orange County Fair Housing Council	Further fair housing practices in the community.	Advertise Orange County Fair Housing Council's services in the City's newsletter and in local periodicals. Put up posters at public and community locations.	CDBG	Community Development Dept.	1995
9. Coordination with Social Service Providers	Provide housing support services to Lake Forest residents.	Evaluate funding key agencies to continue services for Lake Forest residents.	CDBG	Community Development Dept. Human Services	Late 1994
10. Section 8 Rental Assistance	Extend rental subsidies to lower income families, disabled, and elderly.	Advertise opportunity for owners to list rentals with the Housing Authority. Continue subsidy to a minimum of 63 very low income households.	HUD	Community Development Dept. Orange County Housing Authority	Ongoing

TABLE H-6
HOUSING PROGRAM IMPLEMENTATION TABLE
(Continued)

HOUSING PROGRAM	PROGRAM OBJECTIVE	PROGRAM ACTION (# UNITS TO BE ASSISTED)	FUNDING SOURCE	RESPONSIBLE AGENCY	TIME FRAME
11. Refinance Multi-Family Mortgage Revenue Bonds	Conserve the City's affordable housing supply.	Work with project owners to allow for County coordination to refinance multi-family mortgage revenue projects to extend low income use restrictions.	General Fund	Community Development Dept.	As projects become eligible for expiration
12. Mobile Home Park Preservation	Preserve affordability of City's mobile home parks.	Evaluate programs for tenant purchase, direct rental assistance, and mobile home park interim financing for low income households and establish criteria to prevent impacts to City General Fund.	General Fund - program evaluation, County Redevelopment Agency - assistance program	Community Development Dept.	1995
13. Conservation of Existing and Future Affordable Units	Provide for continued affordability of the City's lower income housing stock.	Work with County and project owners to preserve the 274 "at risk" affordable units in Lake Forest.	CDBG, Section 8, HOME.	Community Development Dept.	As projects become eligible for expiration.
REHABILITATE THE CITY'S EXISTING SINGLE-FAMILY AND MULTI-FAMILY HOUSING STOCK					
14. Owner Occupied Rehabilitation	Provide rehabilitation assistance to ensure maintenance of the City's older housing stock.	Advertise County's rehabilitation program until July 1994. Establish City-sponsored program, with the goal to assist 15 households annually for the first two program years.	CDBG	Community Development Dept.	1994
15. Code Enforcement	Bring substandard units into compliance with City codes.	Expand program to inform property owners of available rehabilitation assistance to correct code violations.	CDBG, General Fund	Community Development Department	Ongoing

TABLE H-6
HOUSING PROGRAM IMPLEMENTATION TABLE
(Continued)

HOUSING PROGRAM	PROGRAM OBJECTIVE	PROGRAM ACTION (# UNITS TO BE ASSISTED)	FUNDING SOURCE	RESPONSIBLE AGENCY	TIME FRAME
PROVIDE HOUSING OPPORTUNITIES FOR FIRST-TIME HOMEBUYERS					
16. Preferential Financing for First-Time Homebuyers	Assist first-time homebuyers.	Cooperate with lenders and County in advertising the availability of SCHFA program.	SCHFA, General Fund	Community Development Dept.	1995
17. Shared Equity Program	Assist first-time homebuyers.	Evaluate opportunity to develop a shared equity program.	HOME	Community Development Dept.	Mid 1995
18. Downpayment Assistance Program	Provide assistance to first-time homebuyers.	Evaluate opportunity to establish a downpayment assistance program.	CDBG	Community Development Dept.	1995
19. Condominium Conversion Ordinance	Regulate conversion of rental housing to condominium ownership and ensure rights of existing tenants.	Evaluate adoption of a local condominium conversion ordinance. Also, provide tenants information on available assistance to purchase units.	General Fund	Community Development Dept.	Mid 1995
20. Mortgage Credit Certificates	Provide tax relief to first-time homebuyers.	Advertise in City newsletter.	State Tax Income, General Fund	Community Development Dept.	Mid 1995

PROGRAM ACTIONS SUMMARY

Total Units to be Constructed:	276 units (Regional Housing Needs: 38 very low, 46 low, 61 moderate, and 131 high)
Total Units to be Rehabilitated:	30 units (CDBG Owner-Occupied Rehabilitation Program: 8 very low and 22 low)
Total Units to be Conserved:	337 units (Section 8: 38 very low; Preservation of At-Risk Projects: 137 very low and 137 low)

City of

Lake Forest

GENERAL PLAN

Circulation Element

Lake Forest

General Plan

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INTRODUCTION

The Planning Area is well served by a diverse circulation system. While the San Diego Freeway has served the area for many years, the Foothill Transportation Corridor is now in operation and will provide additional freeway access. A railroad extends through the Planning Area and a commercial airport is located approximately ten miles to the west. Established transit service provides alternative transportation opportunities and many of the Planned Communities were developed with pedestrian, bicycle and equestrian trails.

The Circulation Element guides continued development of the circulation system to support planned growth. The anticipated development pattern, as identified in the Land Use Element, will increase the demand for local and regional roadways. This element establishes acceptable roadway service levels and identifies improvements required to maintain the service levels. The use of other transportation modes such as transit, walking, bicycling and riding is promoted to reduce the demand for transportation system improvements and improve air quality.

PURPOSE OF THE CIRCULATION ELEMENT

The purpose of the Circulation Element is to provide a safe, efficient and adequate circulation system for the City. State planning laws requires:

> "...a circulation element consisting of the general location for proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities, all correlated with the land use element plan."

To meet these objectives, the Circulation Element addresses the circulation improvements needed to provide adequate capacity for future land uses. The Element establishes a hierarchy of transportation routes with specific development standards described for each roadway category.

The state General Plan Guidelines (Section 65302) recommends that the circulation policies and plans should:

1. Coordinate the transportation and circulation system with planned land uses;

2. Promote the efficient transport of goods and the safe and effective movement of all segments of the population;

3. Make efficient use of existing transportation facilities; and,

4. Protect environmental quality and promote the wise and equitable use of economic and natural resources.

The guidelines indicate that the Circulation Element should address all facets of circulation including streets and highways, transportation corridors, public transit, railroads, bicycle and pedestrian facilities and commercial, general and military airports. The Lake Forest Circulation Element fulfills state require-

ments with a strategy to provide effective circulation facilities supporting desired community development. State law also requires the Circulation Element to address public utilities. The Lake Forest General Plan contains a Public Facilities/Growth Management Element that discusses the provision of utilities.

SCOPE AND CONTENT OF THE ELEMENT

This element contains goals and policies to improve overall circulation in the Planning Area. For vehicle transportation, a hierarchical roadway network is established with designated roadway types and design standards. The roadway type is linked to anticipated traffic levels and acceptable levels of service are established to determine when capacity improvements are necessary. Because local circulation is linked with the regional system, the element particularly focuses on participation in regional programs to alleviate traffic congestion and construct capacity improvements. Alternative transportation modes are also emphasized in the element to reduce dependency on the automobile and thereby improve environmental quality.

The Circulation Element is comprised of three sections: 1) Introduction; 2) Issues, Goals and Policies; and 3) the Circulation Plan. In the Issues, Goals and Policies section, major issues pertaining to the transportation system are identified, and related goals and policies are established.

The goals are overall statements of the City desires and are comprised of broad statements of purpose and direction. The policies serve as guides for planning circulation improvements to accommodate anticipated population growth, maintaining acceptable service levels while

development occurs, promoting alternative transportation modes, and coordinating with local and regional jurisdictions to phase regional transportation facilities. The Circulation Plan explains how the goals and policies will be achieved and implemented. The Arterial Highway Plan and service levels are located in the Plan. Specific implementation programs are contained in the General Plan Implementation Program.

RELATED PLANS AND PROGRAMS

Several transportation plans prepared by the County focus on the regional transportation system. Strategies to handle anticipated traffic levels from future regional development are discussed. Other plans have also been prepared to locate future routes for mass transit including light rail and conventional buses. Plans and programs related to the Circulation Element include the following:

County of Orange Master Plan of Arterial Highways (MPAH)

The MPAH forms part of the Orange County General Plan and designates the arterial system in the circulation element of the General Plan. Defined according to specific arterial functional classifications, the MPAH serves to define the intended future road system for the County. Cities within the County are expected to achieve consistency with the MPAH in individual General Plan circulation elements. The Lake Forest Circulation Plan is consistent with the MPAH.

Foothill and Eastern Transportation Corridor Plans

The Foothill Transportation Corridor (FTC) and the Eastern Transportation Corridor (ETC) are two of three major transportation corridors planned for Orange County. The Corridors will initially be constructed as toll facilities until the costs are paid. The FTC serves Lake Forest and straddles the existing boundary between the incorporated area and sphere of influence. The 30-mile FTC will be located inland of, and parallel to the Santa Ana (I-5) Freeway. The FTC begins at the east leg of the Eastern Transportation Corridor approximately three miles northwest of Lake Forest, continues south past Lake Forest Drive, El Toro Road, Oso Parkway, and Ortega Highway and will connect to Interstate 5 south of San Clemente. The east leg of the ETC will extend from the San Diego Freeway at the current termination of the Laguna Freeway to an intersection with the west leg of the ETC in the City of Orange.

South Coast Air Quality Management District Air Quality Plan

South Coast Air Quality Management District (AQMD) is a regulatory body responsible for improving air quality in the South Coast Air Basin. Of primary importance to transportation is Regulation 15, which requires Transportation Demand Management (TDM) strategies and programs for companies with more than 100 employees. These TDM strategies and programs are aimed at increasing the average number of persons per vehicle arriving during the morning peak period. The Circulation Element identifies TDM strategies and other AQMD circulation programs to be implemented in Lake Forest.

County of Orange Congestion Management Plan

With the passage of the gas tax increase (Proposition 111) in June 1990, it became a requirement that urbanized areas such as Orange County adopt a Congestion

Management Program (CMP). The goals of the CMP are to reduce traffic congestion and to provide a mechanism for coordinating land use development and transportation improvement decisions. For the most part, the Orange County CMP is a composite of local agencys' submittals in which each local jurisdiction develops the required data in accordance with the guidelines established by the Orange County Transportation Authority (OCTA). The OCTA compiles the data and submits the results to the Southern California Association of Governments (SCAG) for a finding of regional consistency. Two Lake Forest arterials, El Toro Road and Trabuco Road west of El Toro Road, are components of the Congestion Management Plan system.

County of Orange Growth Management Plan (Measure M)

In November 1990 voters approved Measure M, the Revised Traffic Improvement and Growth Management Ordinance, which authorized the imposition of a one-half percent sales tax to fund needed transportation improvements. To be eligible to receive funds, local jurisdictions must satisfy a variety of requirements as set out in the Orange County Local Transportation Authority (LTA) Ordinance No. 2. Included in these requirements are the need to adopt a traffic circulation plan consistent with the MPAH, adopt and adequately fund a local transportation fee program, satisfy maintenance requirements, adopt a Growth Management Element, and adopt a seven year capital improvement program that includes all transportation projects funded partially or fully by Measure M funds. The Lake Forest Public Facilities/Growth Management Element fulfills the Measure M requirements for the Growth Management Element while the Circulation Element provides roadway service and improvement standards.

County of Orange Master Plan of Scenic Highways

The County General Plan includes a Scenic Highway Master Plan which designates certain highways as scenic routes. With this designation, specific guidelines are given for enhancing the scenic amenities of these facilities. Arterials subject to the plan in the Planning Area include Santiago Canyon Road and El Toro Road between Santa Margarita Parkway and Live Oak Canyon Road.

County of Orange Master Plan of Countywide Bikeways

Also part of the Countywide General Plan, the Master Plan of Countywide Bikeways designates various classes of bike routes throughout the County. One of the primary considerations is to provide continuity throughout the County and to provide a consistency between Countywide and local jurisdiction bikeway plans. The Circulation Element contains a bikeway plan that utilizes the County classification system and links to County routes.

Los Angeles/San Diego Corridor Commuter Rail Action Plan

This is one component of the overall rail plan for the Southern California area, and seeks to provide increased commuter train service along the Los Angeles/San Diego corridor with designated stops at various locations between the two cities. No stops have been identified in the Lake Forest Planning Area.

Countywide Rail Study (CRS)

The Orange County Transportation Authority is also evaluating the regional

rail system through its Countywide Rail Study. This study is assessing congested traffic corridors and identifying rail and bus enhancements to the existing transportation system.

Metrolink

Metrolink is a commuter rail service operated by the Southern California Regional Rail Authority, a joint powers authority comprised of five county agencies. SCRRA currently operates three round trips on the Orange County line which utilizes the right-of-way that is owned by OCTA and traverses the City of Lake Forest. Multiple stops during the morning and evening commuting period are provided at stations located in Irvine and San Juan Capistrano, the two stations nearest Lake Forest.

This corridor is also referred to as the LOSSAN (Los Angeles to San Diego) Corridor. Other operators along this corridor include Amtrak, providing intercity passenger service from San Diego to Los Angeles and Santa Barbara; and the Atchison, Topeka and Santa Fe Railway Co. (Santa Fe), who, as the previous owner of the right-of-way, maintains a permanent use easement for the operation of freight service along this corridor.

The LOSSAN Corridor has been federally designated as a high speed rail corridor,and the California High Speed Rail Commission will consider the implementation of high speed rail services along this corridor.

Foothill Circulation Phasing Plan (FCPP)

The purpose of the Foothill Circulation Phasing Plan adopted by the County of Orange in 1987, is to ensure that new development in the Foothill Area is balanced with improvements to the regional road network. The FCPP provides a quantitative link between the phasing of future residential development and road improvements. The FCPP consists of a financing plan for a phased construction program which is tied to an approved schedule of residential development. Lake Forest is located in the Foothill Area and is subject to the FCPP.

RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

According to state planning law, the Circulation Element must be independent but consistent with the other General Plan Elements. All elements of the General Plan are interrelated to a degree, and certain goals and policies of each element may also address issues that are the primary subjects of other elements. The integration of overlapping issues throughout the General Plan elements provides a strong basis for implementation of plans and programs, and achievement of community goals. The Circulation Element relates most closely to the Land Use, Recreation and Resources, and Public Facilities/Growth Management Elements.

The Land Use and Circulation Elements are inextricably linked: The planned development identified in the Land Use Element is the basis for determining future road improvements. The circulation policies and plans ensure that existing transportation facilities will be improved and new facilities will be constructed to adequately serve traffic generated by planned development. An efficient circulation system is a critical factor for diversifying and expanding local economic activities. In addition, the Circulation Element promotes alternative transportation modes to minimize the

regional impacts of planned local development.

The Circulation Element provides for a trail system that accommodates bicycles, pedestrians and equestrian riders. Trails for these uses will connect with recreational areas and support the City recreational goals identified in the Recreation and Resources Element. In addition to promoting bicycle and pedestrian transportation, the Circulation Element promotes the use of public transit. Alternative transportation modes will help achieve the air quality goals identified in the Recreation and Resource Element. The policies and plans in the Circulation Element also support the local and regional transportation goals established in the Public Facilities/ Growth Management Element.

ISSUES, GOALS AND POLICIES

Six major issues are addressed by the goals, policies and implementation actions of the Circulation Element. These major issues include: (1) supporting the development of regional transportation facilities; (2) providing a suitable system of City roadways; (3) increasing the use of public transit and non-vehicular modes of travel; (4) ensuring the existence of convenient and suitable parking for vehicles; (5) improving the efficiency of the transportation system and controlling demands on the system; and (6) identifying and utilizing sources of funding for transportation system improvements. Each issue and the related goals, policies and implementing actions are identified and discussed in the following section.

INTERCITY AND REGIONAL TRANSPORTATION

Transportation in Lake Forest is directly related to an overall transportation network for the region. Planning for the needs of the community necessarily includes recognition of the related transportation needs and planning efforts of the surrounding county, region and state. With that recognition is the need for the City to actively monitor transportation planning and development in the surrounding area.

GOAL 1.0: Support for the development of an efficient network of regional transportation facilities.

Policy 1.1: Support the completion of the Orange County Master Plan of Arterial Highways.

Policy 1.2: Work closely with adjacent jurisdictions and transportation agencies to ensure that development projects outside Lake Forest do not adversely impact the City or other providers of public facilities and services in the Lake Forest planning area.

Policy 1.3: Monitor rail travel programs including the Urban Rail System and the Commuter Rail (Metro-link) System.

LOCAL TRANSPORTATION ROUTES

Safe and convenient access to activities in the community are provided by a well-designed local roadway system. That system serves the community's primary need for mobility and includes a planned hierarchy of roadways to meet that need.

GOAL 2.0: A system of roadways in the community that meets local needs.

Policy 2.1: Provide and maintain a City circulation system that is in balance with planned land uses in Lake Forest and surrounding areas in the region.

Policy 2.2: Coordinate improvements to the City circulation system with other major transportation improvement programs, such as the Foothill Circulation Phasing Plan and improvement to the San Diego Freeway (I-5).

Policy 2.3: Improve the Lake Forest circulation system roadways in concert with land development to ensure adequate levels of service.

TRANSIT, BICYCLE, PEDESTRIAN AND EQUESTRIAN FACILITIES

Public transportation offers an option to the traditional use of an automobile for traveling within and outside of the community. Non-vehicular methods or modes of travel, such as bicycling or walking, can reduce demands on the roadway system where appropriate facilities exist to foster those modes. Together, public transportation and non-vehicular modes of travel provide important alternatives to travel by automobile.

GOAL 3.0: Increased use of public transportation.

Policy 3.1: Promote the provision of public transit facilities within areas of major development.

Policy 3.2: Encourage the provision of additional regional public transportation services and support facilities, such as park-and-ride lots near the San Diego Freeway (I-5) and the Foothill Transportation Corridor.

Policy 3.3: Encourage the provision of special transit services in Lake Forest.

Policy 3.4: Promote access and public transit service between Lake Forest and regional-serving transportation centers.

GOAL 4.0: Promotion of non-vehicular modes of travel.

Policy 4.1: Promote the provision of non-vehicular circulation within Lake Forest.

Policy 4.2: Provide and maintain a non-vehicular component of the Lake Forest overall circulation system that supports bicycles, equestrians, and pedestrians and is coordinated with those of other service districts in Lake Forest and with adjacent jurisdictions.

Policy 4.3: Improve pedestrian access from neighborhoods to commercial areas.

PARKING

Convenient and well-designed parking facilities are an important component of the City roadway system because they provide suitable vehicle storage areas at work, shopping and recreation destinations. Proper parking area design can also allow for short distance travel of vehicles from one property to another without impacting the public street system.

GOAL 5.0: Convenient and suitable parking facilities for motorized and non-motorized vehicles.

Policy 5.1: Require sufficient off-street parking for all land uses and maximize the use of parking facilities in Lake Forest.

Policy 5.2: Eliminate the use of on-street parking on identified arterial streets where maximum traffic flow is desired.

Policy 5.3: Promote the provision of access between the parking areas of adjacent properties along arterial roadways to improve overall traffic flow.

TRANSPORTATION SYSTEM AND DEMAND MANAGEMENT

Transportation System Management (TSM) and Transportation Demand Management (TDM) methods are included in an overall strategy to improve transportation. These methods can improve system effectiveness and provide

relief from increasing demands for more improvements to transportation facilities.

GOAL 6.0: Maximized transportation system efficiency.

Policy 6.1: Improve operational measures of the traffic system designed to maximize the efficiency of the system while minimizing delay and congestion.

Policy 6.2: Improve intersection capacity at key intersections to improve traffic flow.

Policy 6.3: Support the implementation of employer Transportation Demand Management (TDM) provisions of the Southern California Air Quality Management District's Regulation 15 of the Air Quality Management Plan and the Congestion Management Program (CMP), and participate in regional efforts to implement TDM requirements.

TRANSPORTATION FINANCING

Adequate funding must be available to finance needed improvements to the transportation system. Overall system improvements will rely upon several different sources of funding to meet the expected demands for expansion and enhancement of transportation facilities.

GOAL 7.0: Utilization of various financing methods to improve the overall transportation system.

Policy 7.1: Utilize available financing methods and sources of funding to make necessary improvements to the overall transportation system in Lake Forest.

Policy 7.2: Ensure that new development in Lake Forest associated with the Foothill Circulation Phasing Plan meets the commitments for improvements described by the Plan.

Policy 7.3: Maintain the transportation standards required to qualify for revenue from the Congestion Management Plan and the Revised Traffic Improvement and Growth Management Ordinance (Measure M).

RELATED GOALS AND POLICIES

The goals and policies described in the Circulation element are related to and support subjects included within other General Plan elements. In turn, many goals and policies from the other elements directly or indirectly support the goals and policies of the Circulation Element. These supporting goals and policies are identified in Table C-1.

TABLE C-1
CIRCULATION
RELATED GOALS AND POLICIES BY ELEMENT

Circulation Issue Area	Related Goals and Policies by Element					
	Land Use	Housing	Circulation	Recreation and Resources	Safety and Noise	Public Facilities/ Growth Management
Intercity and Regional Transportation	3.3	1.5		6.1, 6.2, 6.7	2.5	7.1, 9.1, 9.2
Local Transportation Routes	3.1, 3.3, 4.2	1.5		6.4, 6.7	2.5, 5.1, 5.2, 6.1	7.1
Transit, Bicycle, Pedestrian and Equestrian Facilities		1.5		1.1, 1.3, 1.7, 6.3, 6.6, 6.7		7.1
Parking	3.1					
Transportation System and Demand Management	3.1, 4.2			6.1, 6.2, 6.3, 6.7		7.1
Transportation Financing	2.1					7.1

CIRCULATION PLAN

The Planning Area is supported by a diverse circulation system with vehicle, transit, pedestrian, bicycle and equestrian linkage. The local system connects with the larger regional system and operation of the two systems is interdependent. This section of the element establishes the Circulation Plan. The Plan summarizes the approach to ensure safe and convenient operation of the circulation system and identifies improvements required to accommodate traffic from planned development.

Vehicle transportation is presently the primary mode and an Arterial Highway Plan is established with hierarchical roadway designations, physical design standards for the roadway designations, and service standards. The Arterial Highway Plan includes regional arterials and anticipated regional traffic levels. The use of alternative transportation modes is promoted to reduce dependency on automobile transportation.

The Plan is based on the goals and policies identified in the previous section. The Circulation Element Implementation Program, which is part of the General Plan Implementation Program, is an extension of the Circulation Plan and contains specific programs to coordinate planned development with vehicular and non-vehicular circulation improvements.

INTERCITY AND REGIONAL TRANSPORTATION

Lake Forest and the southern California region have experienced rapid urban growth in the last two decades. The success of existing and future development is in part dependent on the availability of an effective regional transportation system. The system must link localities with outside commerce centers and regional transportation hubs. In addition, the regional circulation system must meet the needs of local residents. Lake Forest is well connected with the regional system. The San Diego Freeway (Interstate 5) extends along the western portion of the Planning Area and provides connection with other regional freeways in Orange County, San Diego County, Los Angeles County and beyond. The Orange County Transportation Authority (OCTA) railroad traverses the central part of the City and a commercial airport is located approximately ten miles to the west.

The Foothill Transportation Corridor (FTC), which is presently under construction, will provide additional freeway access. Once completed, the FTC will travel through the central portion of the Planning Area and provide new regional access for residents and businesses in the central and eastern portions of the Planning Area. As a result, local transportation patterns will change as some traffic using the San Diego Freeway is redirected towards the FTC. In addition, direct access to the FTC will generate new commercial and light industrial development proposals in the central portion of the Planning Area.

Many roadways in the Planning Area serve regional transportation purposes and are part of the Orange County Master Plan of Arterial Highways (MPAH). Because development in the Planning Area could affect operation of MPAH roadways, improvements will be required. The Foothill Circulation Phasing Plan is another plan that identifies transportation facilities for anticipated regional development.

Ensuring adequate circulation for residents and business will require coordination with regional and state transportation planning efforts. Roadways within the Planning Area will be improved in accordance with the MPAH and Foothill Circulation Phasing Plan. Construction of the FTC and improvements to the San Diego Freeway will be monitored to ensure adequate capacity and consistency with planned circulation improvements in the Planning Area. In addition, Measure M requirements will be implemented in the City to further control regional traffic. Application of Measure M requirements is specifically addressed in the Public Facilities/Growth Management Element.

LOCAL TRANSPORTATION ROUTES

Roadway Classifications

The arterial roadway system in Lake Forest is defined using a hierarchical classification system. The roadway categories are differentiated by size, function and capacity. There are five basic categories in the hierarchy, ranging from an eight-lane divided roadway with the highest capacity, to a two-lane undivided roadway with the lowest capacity. The categories are summarized below:

Eight-Lane Divided Roadway: Typically constructed within a right-of-way width of 140 feet with a curb-to-curb pavement width of 120 feet with no on-street parking allowed. This type of roadway typically carries a heavy volume of traffic, a significant portion of which is regional in nature.

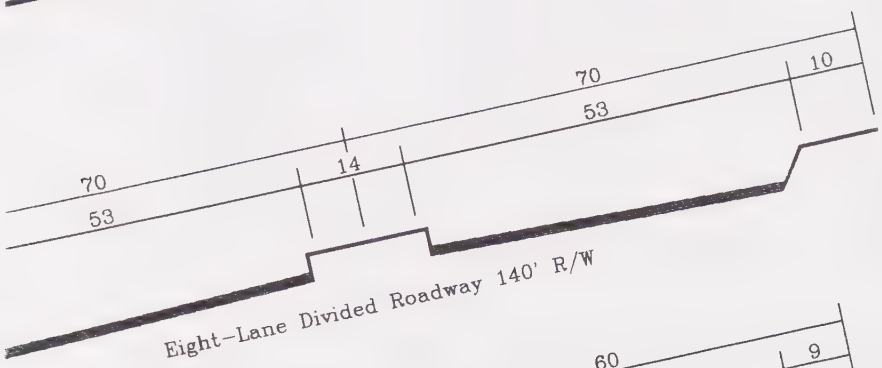
Six-Lane Divided Roadway: Typically constructed within a right-of-way width of 120 feet with a curb-to-curb pavement width of 102 feet with no on-street parking allowed. This type of roadway typically carries a significant volume of regional traffic.

Four-Lane Divided Roadway: Typically constructed within a right-of-way width of 100 feet with a curb-to-curb pavement width of 84 feet. Regional traffic will typically be less than for a six- or eight-lane roadway, but four-lane divided arterials form an important component of the regional transportation system.

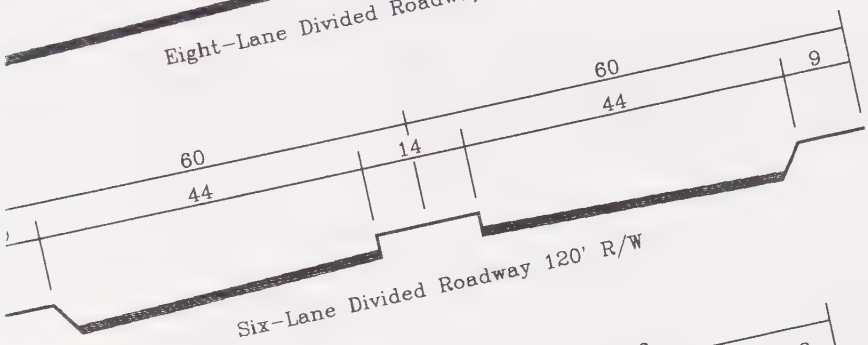
Four-Lane Undivided Roadway: Typically constructed within a right-of-way width of 80 feet with a curb-to-curb pavement width of 64 feet. These roadways serve as collectors, distributing traffic between local streets, and four- to eight-lane divided arterials.

Two-Lane Undivided Roadway: A local roadway typically constructed within a right-of-way width of 60 feet with a curb-to-curb pavement width of 36 to 40 feet. This category of roadway is designed to provide access to individual parcels in the City. It is generally not included in the Circulation Element unless special circumstances require inclusion for system continuity.

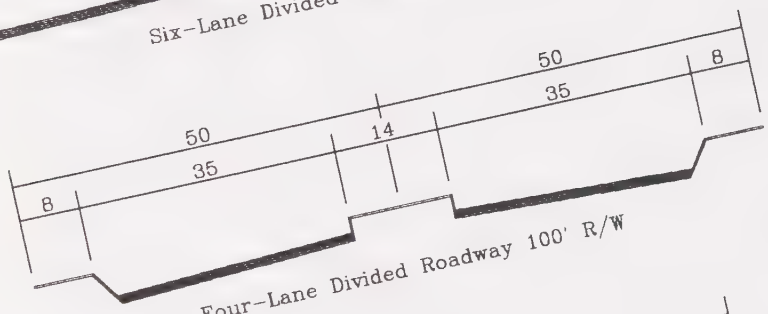
Figure C-1 shows schematic cross sections of each category of arterial roadway. These sections represent desirable standards, but variation in right-of-way width and specific road improvements will occur in certain cases due to physical constraints and/or right-of-way limitations.



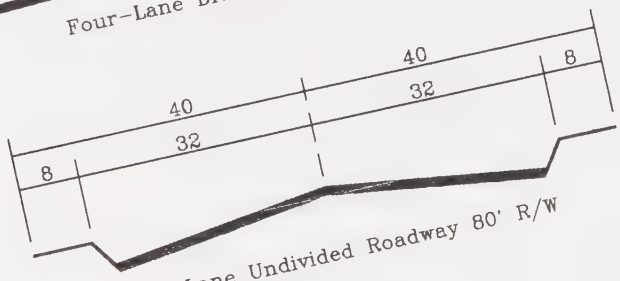
Eight-Lane Divided Roadway 140' R/W



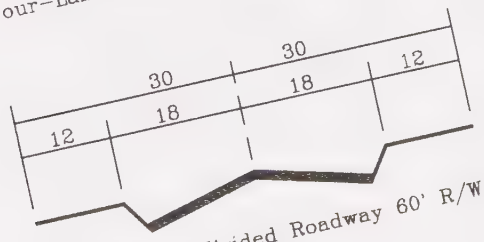
Six-Lane Divided Roadway 120' R/W



Four-Lane Divided Roadway 100' R/W



Four-Lane Undivided Roadway 80' R/W



Two-Lane Undivided Roadway 60' R/W

Figure C-1

Typical Cross-Sections

Lake Forest

Circulation Element
June 21, 1994

In particular, the median width in four-, six- and eight-lane roadways will vary according to the area being served, right-of-way constraints and turn lane requirements. Any of the arterial classifications may deviate from the standards where physical constraints exist or where preservation of community character dictates special treatment. Bikeways and sidewalks also affect the specific standards applied to various facilities. Another design consideration is the need to comply with MPAH capacity requirements. The over-riding circulation goal is that all roadways carry the designed volume of traffic at the desired level of service.

Performance Criteria

The circulation system must be evaluated to determine if the capacity can adequately handle anticipated traffic levels from planned development. Performance criteria are used to determine service by comparing capacity and projected traffic volumes. Performance criteria have a policy component establishing a desired level of service (LOS), and a technical component specifying how traffic data can be used to measure the achievement of the criteria.

The technical evaluation of the Lake Forest roadway system was conducted with volume-to-capacity (V/C) ratios. V/C ratios are calculated based on existing or future average daily traffic (ADT) volumes and daily capacity values for the various types of arterials. A level of service scale is used to evaluate roadway performance based on V/C ratios. The levels range from "A" to "F", with LOS A representing free flow conditions and LOS F representing severe traffic congestion. Descriptions of traffic flow for the different levels of service are provided in Table C-2.

Various LOS policy standards have been established for evaluating observed traffic conditions, future development plans and circulation system modifications. At the regional planning level, the statewide Congestion Management Plan (CMP) specifies LOS E (V/C ratio less than or equal to 1.00) as the operating standard for roadways on the CMP highway system. Two Lake Forest arterials, El Toro Road and Trabuco Road west of El Toro Road, are included on the CMP highway network. At the county level, the Orange County Growth Management Program (GMP) has established LOS D (V/C ratio less than or equal to .90) as the lowest acceptable level of service.

For the Lake Forest General Plan, level of service is calculated from average daily traffic (ADT) volumes, consistent with long-range planning of this type. This is in contrast to CMP and GMP analyses which use short-range time frames and focus on peak hour volumes at intersections. The performance criteria for evaluating volumes and capacities of the Lake Forest roadway system are summarized in Table C-3. Three LOS levels are specified, one for two-lane and four-lane roadways (LOS C), a second for six-lane and eight-lane roadways (LOS D), and a third for commercial roadways (LOS E).

The commercial qualifier recognizes that the peak hour-to-ADT relationships for commercial uses are different than for other land uses. Most commercial activity occurs after the morning peak hour and is somewhat continuous throughout the remainder of the day. The traffic impacts of commercial use are heavier during the non-peak hours compared to most other land uses. The commercial designation is applied to corridors with significant amounts of commercial use and allows for a higher traffic volume.

TABLE C-2
STANDARDS FOR ROADWAY LEVELS OF SERVICE

LEVEL OF SERVICE	TRAFFIC CONDITIONS	V/C VALUE
A	Primarily free flow operations at average travel speeds usually about 90 percent of free flow speed. Vehicles can maneuver unimpeded within the traffic stream. Delay at signalized intersections is minimal.	.00 - .60
B	Reasonably unimpeded operations at average travel speeds usually about 70 percent of free flow speed. Ability to maneuver is only slightly restricted and stopped delays are not bothersome. Drivers are not subjected to appreciable tension.	.61 - .70
C	Represents stable operations, however, ability to maneuver and change lanes in midblock locations may be more restricted. Longer queues and/or adverse signal coordination may contribute to lower average travel speeds of about 50 percent of free-flow speed. Drivers will experience some appreciable tension.	.71 - .80
D	Borders on a range in which small increases in flow may cause substantial increases in approach delay, and hence, decreases in arterial speed. Causes range from adverse signal progression, inappropriate signal timing, high volumes, or any combination. For planning purposes, this Level of Service is the lowest that is considered acceptable. Average travel speeds are about 40 percent of free-flow speed.	.81 - .90
E	Characterized by significant approach delays and average travel speeds of one-third of free-flow speed or lower, caused by adverse progression, high signal density, extensive queuing at critical intersections, inappropriate signal timing, or some combination.	.91 - 1.00
F	Characterized by arterial flow at extremely low speeds below one-third to one-quarter of free flow speed. Congestion is likely at critical signalized intersections, resulting in high approach delays. Adverse progression is frequently a contributor to this condition.	Above 1.00

Source: Austin-Foust Associates

TABLE C-3
CIRCULATION SYSTEM PERFORMANCE CRITERIA

ARTERIAL HIGHWAY SYSTEM PERFORMANCE STANDARDS

Level of Service C - Two-lane and four-lane roadways
Level of Service D - Six-lane and eight-lane roadways
Level of Service E - CMP highways and streets with commercial designations

Levels of service to be determined based on average daily traffic (ADT) volume-to-capacity (V/C) ratios.
Level of service (LOS) ranges for ADT V/C ratios are as follows:

LEVEL OF SERVICE	ADT V/C RATIO
A	.00 - .60
B	.61 - .70
C	.71 - .80
D	.81 - .90
E	.91 - 1.00
F	Above 1.00

Table C-3 shows the ADT capacities to be used for calculating V/C ratios.
Source: Austin-Foust Associates

Two level of service standards will be used to evaluate City roadways that are neither included on the CMP highway network nor designated as commercial corridors. The LOS D standard for six- to eight-lane divided roadways is consistent with the County GMP standard and applies to heavily traveled roadways with regional traffic. Regional roadways have a mix of daily traffic with a high proportion of vehicles passing through the City. For arterials primarily serving local traffic within the City, a LOS C performance standard is applied. The LOS C standard ensures that efforts are made to achieve traffic levels acceptable to the community.

The daily capacity values in Table C-4 are for calculating roadway V/C ratios. Due to the generalized nature of ADT capacities, the values are typically viewed as general rather than absolute guides for estimating levels of service and sizing the future roadway system. A more detailed intersection evaluation (using peak hour data) will be carried out for individual projects, as mandated by the County GMP, and the City Public Facilities/ Growth Management Element.

The operation of major roadways will be monitored. As the V/C ratio exceeds the LOS standards, roadway capacity will be expanded by restricting on-street parking, improving signal timing, widening intersections, and adding through and turn lanes. Where the City determines that proposed development projects will cause LOS standards to be exceeded, appropriate mitigation will be required to improve roadways to meet LOS standards.

TABLE C-4
ADT CAPACITIES BY ROADWAY TYPE

TYPE OF ARTERIAL	ADT CAPACITY
8 Lane Divided Roadway	75,000
6 Lane Divided Roadway	56,300
4 Lane Divided Roadway	37,500
4 Lane Undivided Roadway	25,000
2 Lane Undivided Roadway	12,500

Source: Austin-Foust Associates

Development proposals and amendments within Planned Communities will be reviewed for consistency with transportation infrastructure and fee requirements established in approved development plans and agreements.

Relationship to Land Use

Future traffic volumes and highway capacity needs are directly related to future land use. Table C-5 compares 1993 and planned development identified in the Land Use Element, and summarizes corresponding trip generation. Existing daily trip generation for the Planning Area combined is around 380,000 vehicle trips per day. Approximately 56 percent of existing trips is attributed to residential uses, with the remaining 44 percent generated by non-residential uses. Buildout of the planned land uses will generate approximately 873,000 average daily trips, an increase of 130 percent. The traffic increases are primarily due to future development in the northern portion of the Planning Area distributed fairly evenly between the City limits and the sphere area, (48 percent of future traffic is generated in the City limits and 52 percent is generated in the sphere of influence).

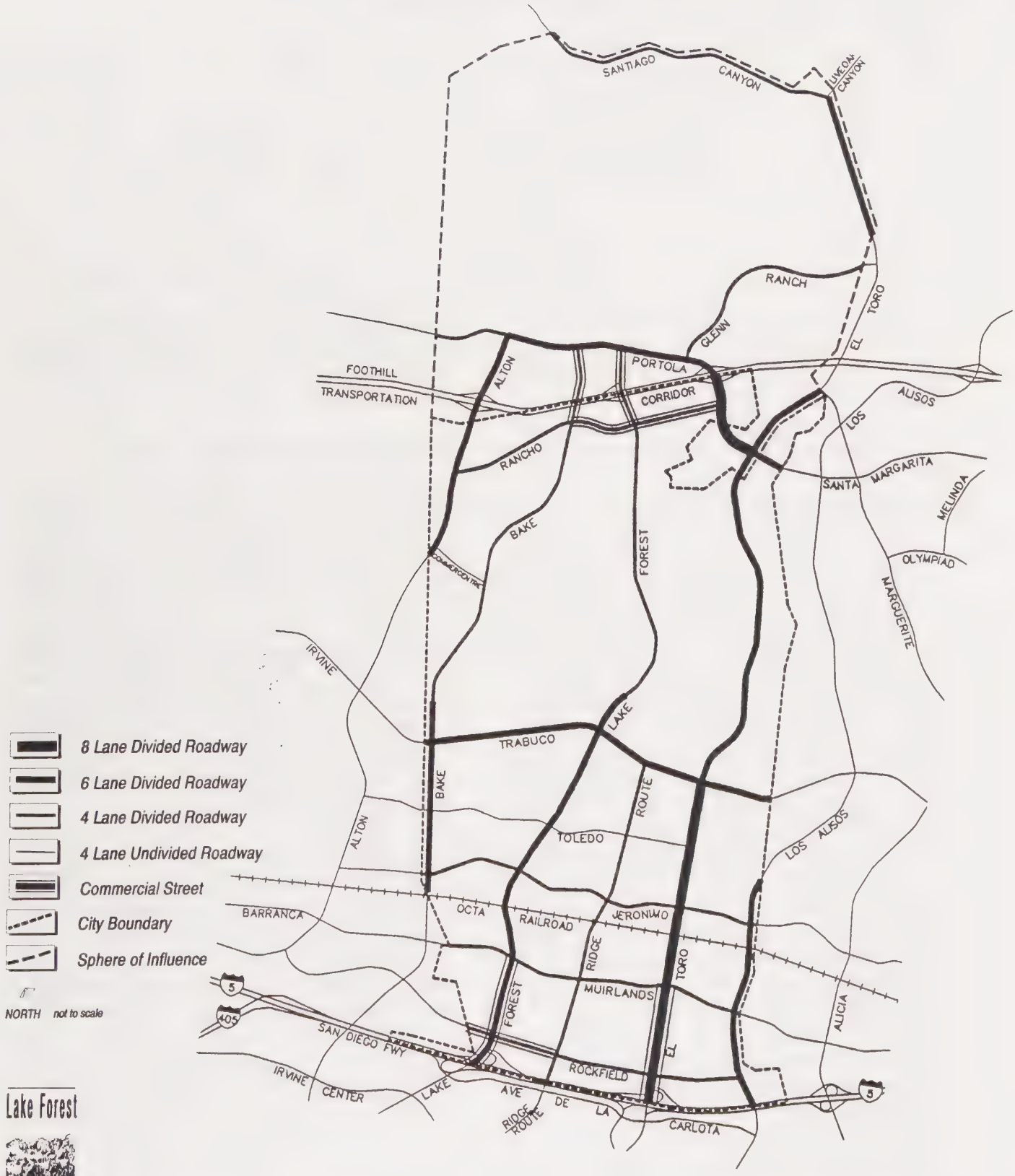
The proposed Arterial Highway Plan presented in the next section is designed to accommodate the traffic from planned development.

General Plan Circulation System

The circulation goals and policies emphasize the need for a circulation system capable of serving both existing and future traffic. Maintaining community values and aesthetic character must be balanced with expanding the circulation system. The location, design and constituent modes of the circulation system have major impacts on air quality, noise, community appearance and other environmental resources. The Lake Forest Arterial Highway Plan delineates the planned circulation system.

The plan accommodates anticipated traffic levels and the hierarchical roadway classification system is implemented to avoid community impacts. Figure C-2 illustrates the plan including roadway segments with the commercial street designation.

Future arterials planned within the City limits and sphere area are listed below:



SOURCE: Austin-Foust Associates

Figure C-2
Arterial Highway Plan

TABLE C-5
LAND USE AND TRIP GENERATION SUMMARY

			------ 1993 ------		---- Buildout ----	
	Land Use Category	Units	Amount	ADT	Amount	ADT
LAKE FOREST CITY LIMITS	Residential	DU	20,796	184,116	21,236	187,279
	Commercial/Office/Industrial	TSF	5,767	124,029	20,062	359,204
	Other	Acre	683	23,165	718	23,349
	Sub-Total			331,310		569,832
SPHERE AREA	Residential	DU	3,128	27,040	6,305	55,252
	Commercial/Office/Industrial	TSF	1,023	11,284	11,897	236,369
	Other	Acre	1,639	10,062	1,888	13,500
	Sub-Total			48,386		305,121
TOTAL	Residential	DU	23,924	211,156	27,541	242,531
	Commercial/Office/Industrial	TSF	6,790	135,313	31,959	595,573
	Other	Acre	2,322	33,227	2,606	36,849
	Total			379,696		874,953

Abbreviations: DU = Dwelling Units
TSF = Thousand Square Feet
ADT = Average Daily Traffic

Note: The "Other" land use category refers to public facilities (schools, churches, etc.), community parks and regional parks.
Source: Austin-Foust Associates (buildout residential units and ADT adjusted by 244 dwelling units as per Master EIR Addendum, June 1994).

Alton Parkway - Construct as six-lane divided roadway from Trabuco Road to the Foothill Transportation Corridor.

Glenn Ranch Road - Construct as four-lane divided roadway from Portola Parkway to El Toro Road.

Rancho Parkway - Construct as four-lane divided roadway from Alton Parkway to Portola Parkway.

Ridge Route Drive - Construct four-lane divided arterial crossing of the San Diego Freeway.

Improvements planned for existing roadways within the City limits and sphere area are listed below:

El Toro Road - Improve from six-lane divided to eight-lane divided roadway between the San Diego Freeway and Trabuco Road.

El Toro Road - Improve from two-lane undivided to six-lane divided roadway between Marguerite Parkway and Live Oak Canyon Road.

Jeronimo Road - Improve from four-lane undivided to four-lane divided roadway between Bake Parkway and Lake Forest Drive and from west of Ridge Route Drive to El Toro Road.

Los Alisos Boulevard - Improve from four-lane divided to six-lane divided roadway from the southern City limits to north of Rockfield Boulevard.

Portola Parkway - Improve from six-lane divided to eight-lane divided roadway between El Toro Road and the Foothill Transportation Corridor.

Ridge Route Drive - Improve railroad under-crossing from two-lanes to four-lanes.

Ridge Route Drive - Improve from four-lane undivided to four-lane divided roadway south of Toledo Way and south of Trabuco Road.

Rockfield Boulevard - Improve from four-lane undivided to four-lane divided roadway west of Los Alisos Boulevard.

Santiago Canyon Road - Improve from two-lane undivided to four-lane divided roadway west of Live Oak Canyon Road.

The roadway segments with the commercial street designation are listed below:

Bake Parkway - Between Portola Parkway and Rancho Parkway.

El Toro Road - Between the San Diego Freeway and Muirlands Boulevard.

Lake Forest Drive - Between the San Diego Freeway and Muirlands Boulevard.

Lake Forest Drive - Between Portola Parkway and Rancho Parkway.

Rancho Parkway - Between Bake Parkway and Portola Parkway.

Rockfield Boulevard - From the western City limit boundary to Ridge Route Drive.

Relationship with County MPAH

The Arterial Highway Plan is consistent with the County Master Plan of Arterial Highways. Specific issues related to MPAH consistency are described below.

Bake Parkway and Lake Forest Drive - These arterials are classified as four-lane divided roadways north of Trabuco Road on the MPAH. However, each is currently constructed with a six-lane section for 1,000 to 1,500 feet north of Trabuco Road, therefore these roadway segments north of Trabuco Road are designated as six-lane divided arterials on the Arterial Highway Plan. This designation represents a capacity enhancement to the MPAH.

El Toro Road and Portola Parkway - El Toro Road, between the Santa Ana Freeway and Trabuco Road and Portola Parkway between El Toro Road, and the Foothill Transportation Corridor are designated as six-lane divided roadways on the MPAH. However, the county is currently processing an amendment to the MPAH to add an eight-lane arterial classification to the County Transportation Element. Once that designation is in place, the County will begin processing City requests to reclassify roadways to the new eight-lane designation. The City of Lake Forest is preparing such a request for these two roadway segments.

Ridge Route Drive - Between Rockfield Boulevard and Trabuco Road, Ridge Route Drive is designated as a four-lane undivided arterial on the County MPAH. The divided roadway designation represents a capacity enhancement to the MPAH. Ridge Route Drive is given the divided designation because most of the roadway is presently constructed as a four-lane divided arterial.

Truck Routes

Lake Forest experiences moderate amounts of truck traffic generated by commercial and light industrial uses.

Truck traffic will increase in future years to support new businesses. Noise impacts and congestion can be caused by truck traffic in urban areas. To avoid such impacts, truck routes will be designated in the Planning Area through the process for the Foothill Growth Management Area.

To minimize noise impacts in residential areas, truck routes will be located along arterial roadways. In adopting a set of designated routes for truck traffic traveling through the City, steps will be taken to minimize the amount of truck traffic on arterials in residential areas that are sensitive to congestion and noise impacts.

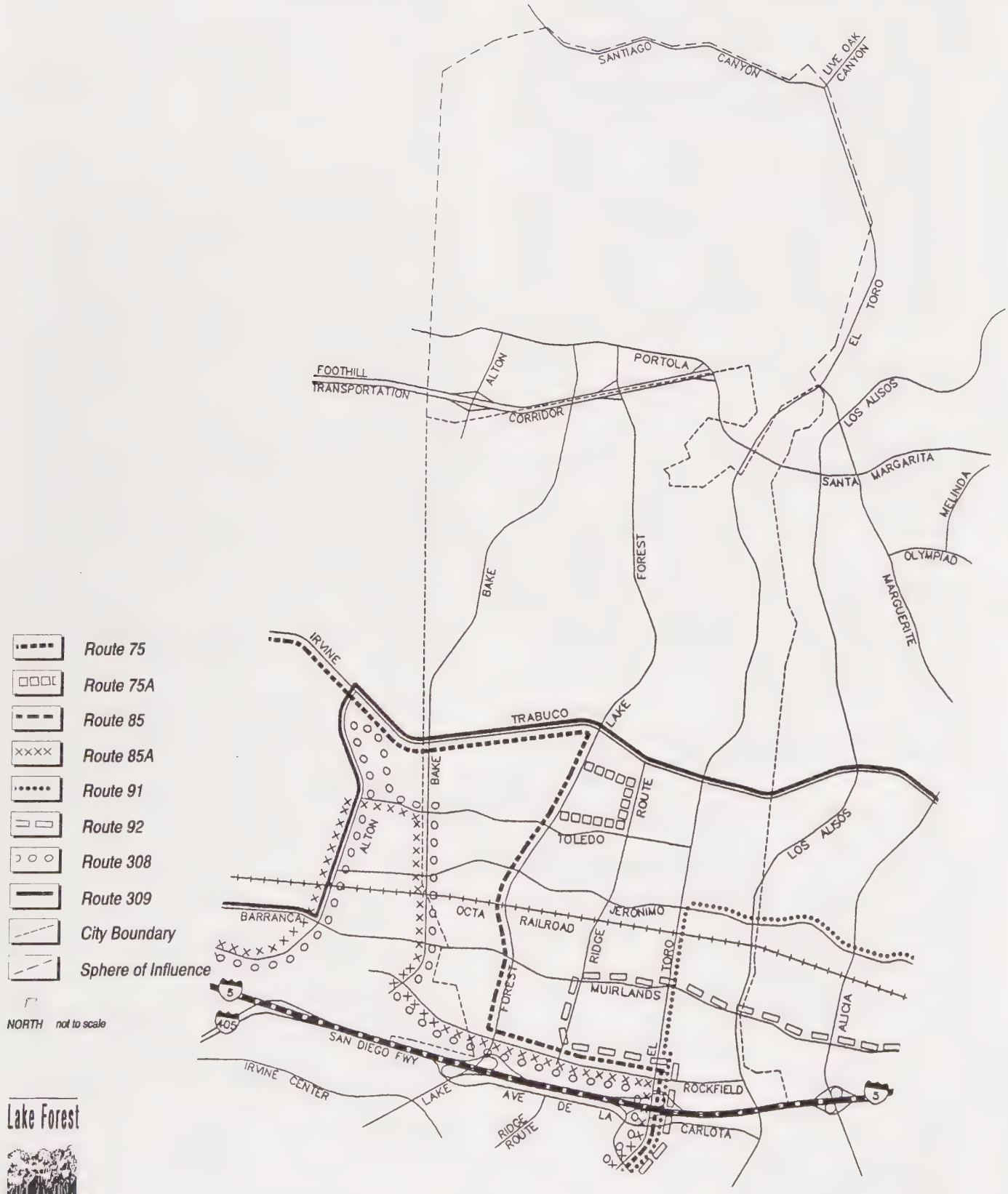
TRANSIT, BICYCLE, PEDESTRIAN AND EQUESTRIAN FACILITIES

One of the key components of the Circulation Plan is to promote the use of alternative transportation modes such as transit, bicycling, walking and riding. Increasing the use of alternative transportation modes will produce a number of community benefits including reduced traffic, less need for costly roadway improvement projects and improved air quality. Facilities for bicycling, walking and riding provide recreational opportunities as well.

Public bus service is provided by OCTA. An established network of bus routes provides access to employment centers, shopping and recreational areas within the City. OCTA periodically updates a county-wide Bus Service Improvement Plan (BSIP) which includes changes to service levels and route configurations. The current routes are shown in Figure C-3 and Table C-6 summarizes the approximate general original and destination of the routes. To increase ridership, transit facilities will be required in major new development and major rehabilitation projects. As the sphere of influence develops, OCTA will be encouraged to extend routes to new activity centers and to provide better bus connection to regional transportation centers, such as the Irvine Transportation Facilities.

TABLE C-6
OCTA BUS SERVICE THROUGH LAKE FOREST

LINE	ORIGIN/DESTINATION
Route 75/75A:	Santa Ana to Laguna Hills via Trabuco-Lake Forest-Rockfield-El Toro
Route 85/85A:	Santa Ana to San Clemente to Laguna Hills via Bake-Rockfield-El Toro
Route 91:	Newport Beach to Laguna Hills to San Clemente via El Toro-Jeronimo
Route 92:	Laguna Hills to San Clemente via El Toro-Rockfield-Ridge Route-Muirlands
Route 308:	Laguna Hills to Irvine Spectrum via Bake-Rockfield-El Toro
Route 309:	Rancho Santa Margarita to Irvine Spectrum via Trabuco



Lake Forest

General Plan

SOURCE: Austin-Foust Associates

Figure C-3

Existing OCTA Transit Routes

The City will advocate that the planned Urban Rail and Metrolink systems serve the transit needs of Lake Forest through continued coordination with OCTA and regional planning forums.

The planned bikeway system within the Planning Area is illustrated in Figure C-4. Table C-7 provides descriptions of the three bikeway classifications presently implemented in Orange County. As Figure C-4 indicates, the bikeway system is comprised of a network of Class II bike lanes along arterial roadways. Class I off-road bike trails are described in the Recreation and Resources Element.

The City will continue to enhance the bikeway system as roadway improvements occur. Bikeway system projects will focus primarily on the closing of gaps in the existing system (e.g., the railroad under-crossing at Ridge Route Drive and along Rockfield Boulevard), making City bikeways continuous with the regional bikeway system (e.g., bikeway connections on the planned extension of Alton Parkway south of the Foothill Transportation Corridor and connection of Ridge Route Drive across the San Diego Freeway), and eliminating on-street parking in marked bicycle lanes where accepted standards indicate that such parking is not advised.

Enhanced local bicycle, pedestrian and riding linkage is planned. The goal is to link residential areas, schools, parks and commercial centers so that residents can travel within the community without driving. The Ridge Route spine trail, which is specifically addressed in the Recreation and Resources Element, will provide important east-west access. New development projects will be required to include bicycle, pedestrian and riding trails and homeowners associations will be encouraged to construct linkage to adjacent areas where appropriate.

PARKING

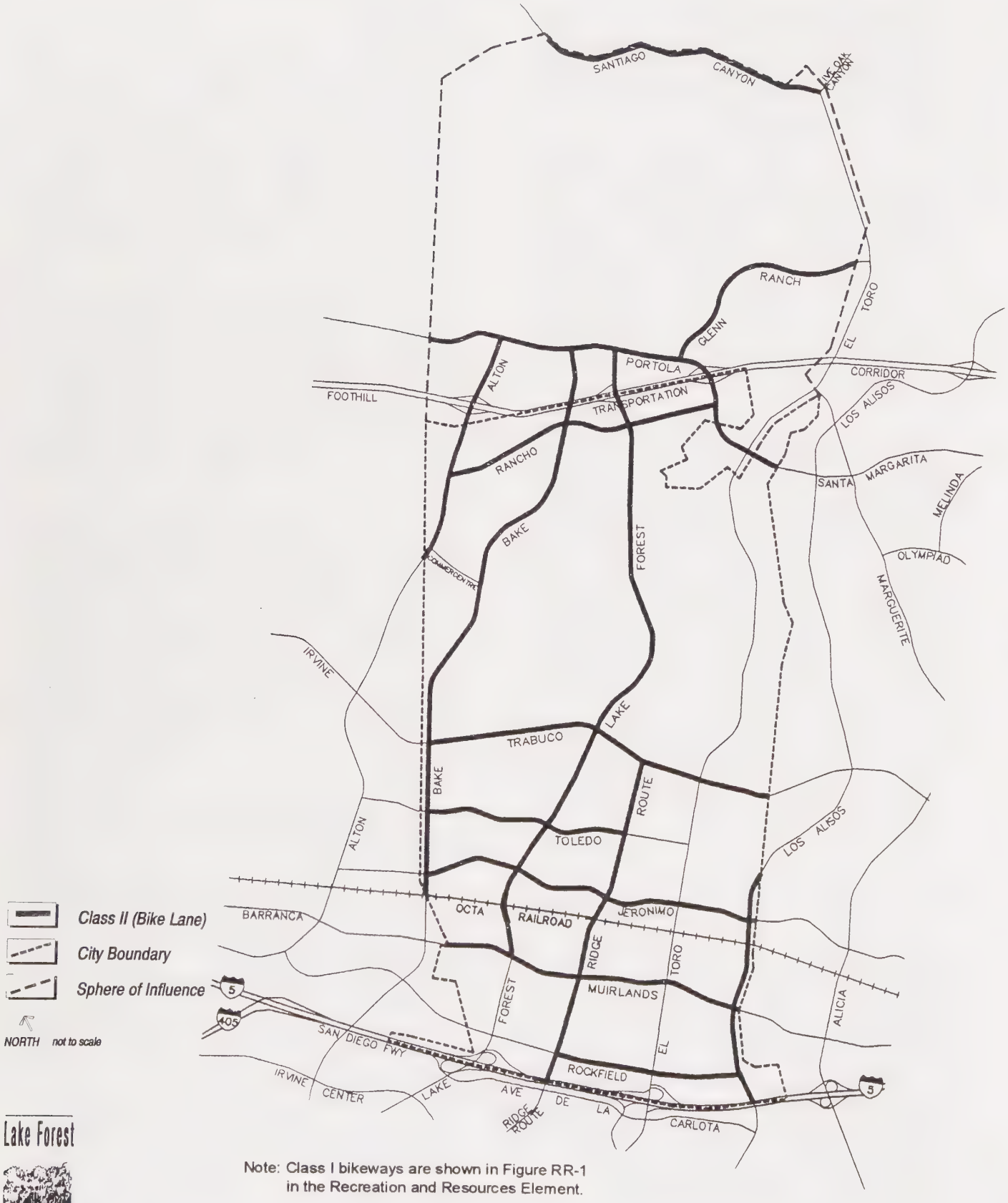
Adequate parking is an essential part of urban circulation systems. Vehicle storage areas are required at residential communities, public facilities, parks, commercial areas and employment centers. Without adequate parking, drivers are forced to park cars on-street and traffic flow can be consequently impeded.

In new development projects, sufficient off-street parking will be required and the parking ordinance will be periodically reviewed and amended to reflect current circulation needs. Shared parking access between parking areas of adjacent properties will be required along arterial roadways.

A provision for shared parking allowances will be added to the parking ordinance. When monitoring the performance of arterial roadways, the City will consider eliminating on-street parking to increase traffic flow, particularly when such parking occurs within marked bicycle lanes, where accepted standards indicate that such parking is not advised.

TRANSPORTATION SYSTEM AND DEMAND MANAGEMENT

The efficiency of the circulation system will be maximized with transportation system management (TSM) and transportation demand management (TDM) strategies. TSM involves physical improvements to the circulation infrastructure to expand capacity and increase traffic flow while TDM involves reducing the demand for vehicular transportation. In addition to enhancing the operation of the circulation system, TSM and TDM strategies provide relief from increasing demands for more improvements to transportation facilities.



Note: Class I bikeways are shown in Figure RR-1 in the Recreation and Resources Element.

Lake Forest General Plan

SOURCE: Austin-Foust Associates

Figure C-4
Planned Bikeways

TABLE C-7
BIKEWAY CLASSIFICATION DESCRIPTIONS

CLASS I BIKE PATH or BIKE TRAIL

Provides a completely separated right-of-way designated for the exclusive use of bicycles and pedestrians; crossflows with motorized vehicles minimized.

Sizing: Minimum width for Class I (two-way) is eight feet. Desirable width is 10-12 feet. Minimum shoulder width of two feet each side.

Minimum width for Class I (one-way) is five feet. Minimum shoulder width of two feet each side.

CLASS II BIKE LANE

Provides a restricted right-of-way on a roadway's shoulder designated for the exclusive or semi-exclusive use of bicycles with through travel by motor vehicles or pedestrians prohibited; vehicle parking and crossflows by pedestrians and motorists permitted. Vehicle parking in a Class II bike lane is not desirable and should be discouraged. Additional lane width (12 feet minimum and 13 feet desirable) shall be required if on-street parking is permitted.

Sizing: Typical width of eight feet. A reduction in width to allow for restriping of an existing roadway or for added turning lanes may be permitted. In such cases, a five-foot width, or gutter width plus three feet, whichever is greater, is the minimum width.

CLASS III BIKEWAY

Provides for shared use of roadway facilities. These bikeways share the street with motor vehicles or share the sidewalk with pedestrians. In both of these conditions, bicycle use is a secondary function of the pavement.

References:
1. Caltrans "Planning and Design Criteria for Bikeways in California"
2. County of Orange adopted standard Plans for Bikeways

Traffic signal coordination and intersection capacity improvements will be implemented as needed to maintain traffic flow.

Traffic fees for traffic impacts of new development will be collected according to established local and regional fee programs. The City will support the implementation of the employer TDM provisions of the South Coast Air Quality Management District Air Quality Management Plan and participate in regional efforts to implement TDM requirements. Programs to increase transit ridership and use of non-vehicular transportation such as walking and bicycling will be actively pursued.

TRANSPORTATION FINANCING

Implementing circulation improvements to accommodate planned growth will require financing. Funding for transportation improvements is available from several local, state and federal sources. The City will identify available funding sources and establish a Development Mitigation Program, Comprehensive Phasing Program, Performance Monitoring Program and Capital Improvement Program to guide construction and funding of transportation system improvements. More information about these programs is provided in the Public Facilities/Growth Management Element.

The standards and programs required to qualify for revenue from the Congestion Management Plan and Measure M will be applied in the Planning Area. Circulation improvements to accommodate new development projects will be constructed and/or funded by project proponents. Fees will be collected for traffic impacts of new development in accordance with established fee programs.

City of

Lake Forest

GENERAL PLAN

Recreation and Resources Element

Lake Forest

General Plan

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INTRODUCTION

Some of Lake Forest's most valuable assets are plentiful parks, recreational facilities, eucalyptus trees, created lakes, natural open space and panoramic mountain views. The Recreation and Resources Element focuses on the protection and enhancement of open space and natural resources to ensure a high quality living environment in future years. Parks and facilities for recreational activities are particularly important because of the significant family population living in Lake Forest. Community involvement is a historic tradition. Continued cultivation of human resources in addition to environmental resources will foster community stability and vitality.

PURPOSE OF THE RECREATION AND RESOURCES ELEMENT

The Lake Forest Recreation and Resources Element meets state requirements for the Conservation and Open Space Elements as defined in Sections 65302(d) and 65302(e) of the Government Code. According to these requirements, the Conservation Element must contain goals and policies to protect and maintain state natural resources such as water, soils, wildlife and minerals, and prevent wasteful resource exploitation, degradation and destruction. The Open Space Element must contain goals and policies to manage open space areas, including undeveloped lands and outdoor recreation areas. Specifically, the Open Space Element must address open space that is used for the preservation of natural resources, the managed production of resources, and open space maintained for public health and safety reasons. The last category of open space is also addressed in the Lake Forest Safety and Noise Element.

The recreation component of the Recreation and Resources Element is not mandated by state planning law. The City elected to include the recreation component because of the importance of recreational facilities in the community, and the close relationship between parks and open space. The recreation component of the element includes policies to ensure adequate recreational facilities are available to meet the needs of the existing and future population, and a recreation plan that identifies existing and planned park and recreational facilities.

While air quality is not a state-mandated element, the South Coast Air Quality Management Plan (AQMP) requires air quality to be addressed in General Plans. Air quality is included as a sub-element of the Lake Forest Recreation and Resources Element to fulfill AQMP requirements. The purpose of the air quality sub-element is to reduce pollutant levels through stationary source, mobile source, transportation and land use control measures, and energy conservation measures.

SCOPE AND CONTENT OF THE ELEMENT

The Recreation and Resources Element expresses community goals to protect environmental resources and open space while providing opportunities for

economic development and growth. Resource issues addressed in the element include parks and other open space, natural resources and features, historic and archaeologic resources, and paleontologic resources. Lake Forest utilizes and affects environmental resources outside its boundaries. As a result, some regional resource issues are addressed in this element including regional air quality and regional landfill capacity. One of the most important resources in Lake Forest is human resources. The element specifically addresses continued development and enhancement of public involvement in civic activities.

The Recreation and Resources Element is comprised of three sections: 1) Introduction; 2) Issues, Goals and Policies; and 3) the Recreation and Resources Plan. In the Issues, Goals and Policies section, community recreation needs and resource management issues are identified, and corresponding goals and policies are established. The goals, which are overall statements of the City desires, are comprised of broad statements of purpose and direction. The policies serve as guides for planning recreational facilities, enhancing the natural amenities of Lake Forest, and minimizing the environmental effects of planned development. The Plan explains how the goals and policies will be achieved and implemented. Specific implementation programs are located in the General Plan Implementation Program.

RELATED PLANS AND PROGRAMS

There are a number of existing plans and programs that directly relate to the Recreation and Resources Element. These plans and programs are enacted through federal, state and local legislation, and administered by agencies or special districts. Federal laws pertaining to the protection of significant resources include the Endangered Species Act of 1973 (as amended in 1978), the Antiquities Act and the National Historic Preservation Act of 1966, and the National Environmental Policy Act. Other related plans and programs are described below.

The Quimby Act

The Quimby Act (State of California Planning and Zoning Law Section 66477) allows the legislative body of a city or county to require by ordinance the dedication of land, the payment of fees in lieu thereof, or a combination of both for park and recreational purposes as a condition to the approval for a final tract map or parcel map. In cases where such dedications or fees were not obtained for particular lots through a map, they may be imposed when building permits are issued. Among other requirements, the following conditions must be met:

- The ordinance includes definite standards for determining the proportion of a subdivision to be dedicated and the amount of any fee to be paid in lieu thereof; and

- The legislative body has adopted a General Plan containing a recreation element, and any proposed park or recreational facilities must be consistent with the principles and standards established in the element.

American Disabilities Act (ADA)

The American Disabilities Act of 1991 was adopted to make public areas, including parks and play areas, accessible to all persons. Playground equipment, trails and facilities must be usable by adults and children with disabilities under ADA. Designing accessible recreational

facilities and retrofitting existing facilities is addressed in the Recreation and Resources Element.

California Environmental Quality Act and Guidelines

The California Environmental Quality Act (CEQA) was adopted by the state legislature in response to a public mandate for thorough environmental analysis of projects impacting the environment. The provisions of the law and environmental review procedure are described in the CEQA Law and Guidelines as amended in 1993. CEQA will continue to be instrumental in ensuring that the environmental impacts of local development projects are appropriately assessed and mitigated.

U.S. Fish and Wildlife and California Fish and Game Regulations

Both the U.S. Fish and Wildlife and California Fish and Game have regulations of codes to protect wildlife resources. Special permits are required for the alteration of any lake or stream, dredging or other activities that may affect fish and game habitat. Both departments also regulate impacts to sensitive plant and animal species. Future development in Lake Forest potentially affecting wildlife habitat will be subject to the regulations of both departments.

Integrated Waste Management Plan

The California Integrated Waste Management Act (Assembly Bill 939) changed the focus of solid waste management from landfill to diversion strategies such as source reduction, recycling and composting. The purpose of the diversion strategies is to reduce dependence on landfills for solid waste disposal. AB 939 establishes mandatory diversion goals of 25 percent by 1995 and 50 percent by 2000. The County has prepared the Integrated Waste Management Plan (IWMP) and each city must prepare a Source Reduction Recycling Element (SRRE) which becomes a component of the IWMP.

Surface Mining and Reclamation Act (SMARA)

The California Surface and Mining Reclamation Act of 1975 requires local governments to address mineral recovery activities through the direct regulation of mining operations, and through planning policies balancing state mineral resources needs with environmental quality. SMARA requires cities and counties to adopt ordinances, conforming with state policy, for the review and approval of reclamation plans and permits. The mining operation in Lake Forest is subject to SMARA.

National Pollutant Discharge Elimination System

Under the NPDES Stormwater Permit issued to the County of Orange and the City of Lake Forest as a co-permittee, all development and significant redevelopment must be implemented with run-off pollution control measures known as Best Management Practices (BMPs). Proposed development projects (public and private) within Lake Forest must incorporate structural and non-structural BMPs to preclude significant water quality impacts from non-point source pollutants. The County Drainage Area Master Plan identifies acceptable BMPs and methods to incorporate BMPs into proposed projects.

South Coast Air Quality Management Plan

The South Coast Air Quality Management Plan (AQMP) mandates a variety of

measures to reduce traffic congestion and improve air quality. These measures include the Regulation XV Commuter Program which requires employers of more than 100 persons to prepare trip reduction plans, and requires each jurisdiction to develop an Air Quality component within its General Plan. Air Quality is included as a sub-element of the Recreation and Resources Element of the Lake Forest General Plan to fulfill AQMP requirements.

County of Orange Master Plan of Local Parks

The County of Orange Master Plan of Local Parks provides goals, objectives, policies and implementation programs for a comprehensive County-wide Park Plan. In conjunction with the County Local Park Code, the Plan provides an adequate supply of usable County parkland. The Master Plan provides a regional park planning context for the Lake Forest Recreation and Resources Element. In turn, the Lake Forest Recreation and Resources Element implements portions of the County Plan.

County of Orange Master Plan of Regional Riding and Hiking Trails

The County of Orange Master Plan of Regional Riding and Hiking Trails provides policies and programs to implement the future development and operation of the County-wide trails system. This County Plan includes an inventory of existing and proposed trails, and standards and criteria for new trails. The Lake Forest Planning Area is served by the County trails system.

County of Orange Recreation Element

The Recreation Element of the County of Orange General Plan provides an inventory of existing and proposed parks and open space, and includes the Local Parks and Trails Master Plans. Several County parks are located in the Lake Forest Planning Area and are subject to the County Recreation Element.

County of Orange General Plan Resources Element

The Resources Element of the County of Orange General Plan includes an inventory of the County-wide resources such as agricultural, mineral wildlife, energy, water, air, open space and cultural-historic resources. The element also includes goals, policies and programs for development, management, preservation and conservation of the County resources. This element provides sources of regional information affecting Lake Forest and identifies resource policies and programs that presently apply to the unincorporated portion of the Lake Forest Planning Area.

County of Orange Coastal Sage Scrub Natural Community Conservation Program (NCCP)

The purpose of the County Coastal Sage Scrub NCCP is to protect and perpetuate sensitive plant and animal species (particularly the California gnatcatcher, cactus wren and orange-throated lizard) in the coastal sage scrub of Orange County. The NCCP establishes a regional habitat planning and management system while allowing growth and development. The Orange County NCCP, part of a comprehensive NCCP for the entire southern California region, is based on voluntary and collaborative participation among property owners, local governments, state and federal agencies, and environmental organizations. Lake Forest is considering participation in the NCCP, which will affect management of the coastal sage scrub habitat in the sphere of influence.

Planned Communities

Lake Forest has been primarily developed as a series of Planned Communities prior to incorporation. The Planned Communities comprising the incorporated City include Lake Forest, El Toro, Baker Ranch, Pacific Commercentre, Rancho do los Alisos, Rancho Serrano and Serrano Highlands. The sphere of influence includes two additional Planned Communities: Foothill Ranch and Portola Hills. Pursuant to CEQA, Environmental Impact Reports (EIRs) have been prepared for the Planned Communities. The EIRs contain analysis of the potential environmental impacts from development and contain requirements to avoid or reduce the environmental impacts. Most of the future development in Lake Forest will be under one of these Planned Communities and consequently will be subject to the mitigation measures of the corresponding EIRs.

RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

The Recreation and Resources Element must be consistent with the other General Plan elements and all elements of the General Plan are interrelated to a degree. Certain goals and policies of each element may also address issues that are the primary subjects of other elements. The integration of overlapping issues throughout the General Plan elements provides a strong basis for the implementation of plans and programs, and achievement of community goals. The Recreation and Resources Element relates most closely to the Land Use, Safety and Noise, Circulation, and Public Facilities/Growth Management Elements.

The Land Use Element provides a planned land use pattern with the following specific designations: Community Park/Open Space, Regional Park/Open Space and Open Space. The park and open space designations are applied to public and private land that is intended for recreational uses. The designations are also applied to areas with high resource and aesthetic value for preservation purposes. In addition, policy established in the Land Use Element requires City decision makers to minimize the impact of new development on unique topographical, biological and cultural resources.

Natural resource conditions are also considered in the Safety and Noise Element. Policy in the Safety and Noise Element minimizes potential hazards from geologic and floodway conditions. Emergency preparedness requires public education and involvement which overlaps with the human resource goals identified in the Recreation and Resources Element.

Air quality, a major regional concern, is specifically addressed in the Recreation and Resources Element. Local efforts to improve air quality will involve improvements to the local street system to maintain efficient traffic flow, increased use of alternative transportation modes, the creation of new jobs in Lake Forest to improve the jobs-to-housing balance, and continued coordination with other jurisdictions to implement regional programs. Policies and plans in the Land Use, Circulation, and Public Facilities/Growth Management Elements support the achievement of these air quality strategies.

ISSUES, GOALS AND POLICIES

The following six major issues are addressed by the goals, policies and implementation actions of the Recreation and Resources Element: (1) providing opportunities for recreation in Lake Forest; (2) ensuring the preservation and enhancement of the natural resources and features, such as water, lakes, the urban forest, energy, plant and animal habitats, and soils; (3) ensuring the conservation of important historic, archaeologic and paleontologic resources; (4) utilizing the human resources, such as homeowner associations, community groups, and business groups within Lake Forest; (5) reducing the amounts of solid waste generated by the community through recycling and other methods; and (6) improving air quality. Each issue and the related goals, policies and implementation actions are identified and discussed in the following section.

PARKS AND OPEN SPACE

Lake Forest has many public parks, lakes, urban forests, and a number of the major homeowner associations operate recreational facilities for use by those living within their areas. Physical fitness, athletics, and sports are important active recreational pursuits, while facilities for passive recreational activities are also necessary. Identifying ways to best utilize, improve, and broaden the overall recreational system in the community is an important effort.

GOAL 1.0: Ample recreational and cultural opportunities and facilities.

Policy 1.1: Promote the development and maintenance of a balanced system of public and private recreational lands, facilities and programs to meet the needs of the Lake Forest population.

Policy 1.2: Maximize the utilization of existing parks, recreational facilities, and open space within Lake Forest.

Policy 1.3: Operate and maintain public park and recreational facilities in a manner that ensures safe and convenient access for all members of the community.

Policy 1.4: Require parkland improvements and facilities that are durable and economical to maintain.

Policy 1.5: Promote a high level of public outreach regarding park and recreation opportunities in Lake Forest.

Policy 1.6: Promote the future development of community centers as focal points for local activities.

Policy 1.7: Develop a network of multi-purpose trails to provide convenient, safe access to recreational, residential, and commercial areas.

Policy 1.8: Provide a positive environment to prevent anti-social forms of behavior (gangs, graffiti, juvenile delinquency).

NATURAL RESOURCES AND FEATURES

Lake Forest contains many important natural resources and features, including its eucalyptus forest and other trees, lakes, creeks, canyons, hillsides, and other open lands. These resources add to the value of property, provide visual changes in an urban environment that create interest, and offer important landmarks that communicate a sense of place and location within the community. These important resources can be preserved or enhanced to maintain the natural physical and visual quality of Lake Forest.

GOAL 2.0: Preservation and enhancement of important natural resources and features.

Policy 2.1: Conserve and protect important natural plant and animal communities, such as areas supporting rare and endangered species, riparian areas, wildlife movement corridors, wetlands, and significant tree stands.

Policy 2.2: Coordinate water quality and supply programs with the responsible water agencies.

Policy 2.3: Encourage the expansion of reclaimed water production and use.

Policy 2.4: Conserve and protect important topographical features, watershed areas, and soils through appropriate site planning and grading techniques, revegetation and soil management practices, and other resource management techniques.

Policy 2.5: Require the reclamation of lands used for mining to promote appropriate future use.

HISTORIC, ARCHAEOLOGIC AND PALEONTOLOGIC RESOURCES

Lake Forest contains several important historic, archaeologic and paleontologic resources and potential resource areas that should be conserved to provide a link to the community's history and heritage. Conservation of these resources and investigation of potential resource areas represents an important undertaking for connection with the community's past.

GOAL 3.0: Conservation of important historic, archaeologic and paleontologic resources.

Policy 3.1: Protect areas of important historic, archaeologic and paleontologic resources.

Policy 3.2: Identify, designate and protect buildings or sites of historical significance.

HUMAN RESOURCES

Lake Forest has many homeowner associations, community groups, and business groups which represent important resources for accomplishing long-term community goals. These groups often include volunteer leaders and workers who have a distinct understanding of their neighborhoods and areas. These significant human resources may be used to establish and achieve community goals.

GOAL 4.0: Active citizen involvement to establish and achieve community goals.

Policy 4.1: Solicit citizen participation during the early stages of major public or private development projects and regulatory programs.

Policy 4.2: Utilize homeowner associations, community groups, and business groups as sources of individual volunteers for important appointed positions on City commissions, boards, and task forces.

Policy 4.3: Develop appropriate vehicles, such as newsletters, information brochures, cable television programming and announcements, and other methods, to communicate important information to the population of Lake Forest.

SOLID WASTE

To maintain the long-term quality of life in Lake Forest, the community must manage the generation, use and disposal of solid waste. Recycling, reuse and reduction of solid waste, including landscaping refuse, can dramatically reduce the amount of material that will otherwise use expensive land fill space.

GOAL 5.0: Reduction of the per capita volume of solid waste produced in the community.

Policy 5.1: Reduce the per capita production of solid waste in Lake Forest in concert with the County of Orange source reduction and recycling plans for reducing solid waste.

AIR QUALITY

Air quality within the South Coast air basin does not presently meet state and federal standards. Cooperation among all agencies in the basin is necessary to achieve desired improvements to air quality. Lake Forest can participate and contribute its share in those efforts by proper planning for land use, transportation and energy use.

GOAL 6.0: Improvement of air quality.

Policy 6.1: Cooperate with the South Coast Air Quality Management District and Southern California Association of Governments in their efforts to implement the regional Air Quality Management Plan.

Policy 6.2: Cooperate and participate in regional air quality management planning, programs and enforcement measures.

Policy 6.3: Utilize transportation demand management to influence transportation choices related to mode and time of travel.

Policy 6.4: Implement Citywide traffic flow improvements.

Policy 6.5: Implement land use policy aimed at achieving a greater balance between jobs and housing in Lake Forest.

Policy 6.6: Integrate air quality planning with land use and transportation planning.

Policy 6.7: Promote energy conservation and recycling by the public and private sector in Lake Forest.

RELATED GOALS AND POLICIES

The goals and policies described in the Recreation and Resources Element are related to and support subjects included within other General Plan elements. In turn, many goals and policies from the other elements directly or indirectly support the goals and policies of the Recreation and Resources Element. These supporting goals and policies are identified in Table RR-1.

TABLE RR-1
RECREATION AND RESOURCES
RELATED GOALS AND POLICIES BY ELEMENT

Recreation and Resource Issue Area	Related Goals and Policies by Element					
	Land Use	Housing	Circulation	Recreation and Resources	Safety and Noise	Public Facilities/ Growth Management
Parks and Open Spaces	1.1, 2.2, 3.3		4.2			
Natural Resources and Features	1.1, 2.2, 3.1, 4.2				1.1, 1.2	4.1
Historic, Archaeologic and Paleontologic	1.1, 2.2, 3.1, 4.2					
Human Resources					4.2	
Solid Waste					2.3	
Air Quality		1.5	1.1-1.3, 2.1-2.3, 3.1-3.4, 4.1-4.3, 6.1-6.3			7.1, 8.1, 9.1, 9.2

RECREATION AND RESOURCES PLAN

The combination of unique environmental amenities, rich community heritage and modern development give Lake Forest a positive, enduring identity. The Recreation and Resources Plan establishes an approach to build on these positive assets by conserving environmental quality and developing new recreational opportunities. The Plan addresses the specific recreation and resource issues identified in the previous section. The related goals and policies serve as the basis of the Plan and are supported by approaches to obtain and develop new parkland, and protect and enhance natural areas, water, air, historic remains and present-day human resources. The Recreation and Resources Implementation Program, which is part of the General Program Implementation Plan, is an extension of this Plan and contains specific programs to achieve recreational and environmental goals.

PARKS AND OPEN SPACE

Parks and open space are an important community amenity. In addition to providing opportunities for recreation and leisure, parks and open space enhance aesthetics and community character. This section of the Recreation and Resources Plan describes the strategy to broaden recreational opportunities in the Planning Area. Strategies include developing new parks and a community center, and establishing better trail linkage between recreation areas. Maintenance of existing facilities is also emphasized.

Relation to Planned Land Use

Land for parks and recreational facilities is included in several Open Space designations in the Land Use Element. The Open Space designations encompass land presently used and planned for parks and recreational facilities. The Community Park/Open Space designation provides for public recreational uses designed to meet the active and passive recreational needs of the community. This designation includes all public parkland, open space and associated public recreational activities, such as indoor and outdoor sport facilities, museums, theaters and similar uses.

The Regional Park/Open Space designation provides for public recreational uses designed to meet the active and passive recreational needs of both the community and other nearby areas in the region. This designation includes the Limestone/Whiting Regional Wilderness Park and County open space along Serrano and Aliso Creeks. Land with the Regional Park designation is generally maintained as natural open space with minimal improvements.

The Open Space designation in the Land Use Element is applied to open space that is held under private ownership and includes facilities for active and passive recreational facilities. Uses include sport facilities, lakes, club houses, meeting rooms, outdoor gathering areas and landscaped areas. The recreation component of this element primarily addresses public open space under the Community Park and Regional Park designations.

Recreation Plan

Lake Forest residents enjoy a variety of parks and trails with different amenities. Table RR-2 summarizes the existing City parks and recreational facilities and identifies the location, acreage and facilities. Approximately 119 acres of public parkland have been developed. In addition, the County operates several large regional parks within and around the Planning Area. Limestone/Whiting Wilderness Park encompasses 1,101 acres of natural land in the sphere of influence. Private parks are also distributed throughout the Planning Area in various Planned Communities.

To build on the existing parks and trails system and provide new recreational opportunities, the Recreation Plan will be implemented. The Plan, which is illustrated in Figure RR-1, shows both existing and planned open space for parks. The approximate location, acreage and features of planned parks are summarized in Table RR-3. Approximately 60 acres of new parks and recreational facilities are planned. The configuration of the planned trails system is also identified in the plan and linkage between recreation areas and existing trails is emphasized.

To ensure sufficient recreational opportunities, the City has established a parkland standard of five acres per 1,000 residents. The standard is useful in determining existing parkland deficiencies and predicting the demand from future population growth. Table RR-4 summarizes the parkland requirements for the existing population and the anticipated population from development of planned land uses (as established in the Land Use Element). Based on the parkland standard, there is an existing shortfall of 51 acres in the City and 36 acres in the sphere of influence. The demand for parks will grow as new residential and economic development occurs. With the implementation of the Recreation Plan and planned development of 60 acres of new parks, the deficit in the City will be relieved. Because significant new residential development is planned for the sphere of influence, the parkland deficit in the sphere will increase. The deficit in the sphere will be offset by the recreational opportunities offered by Limestone/Whiting Wilderness Park, other nearby regional parks, private parks and schools in the Planned Communities.

The facilities comprising the Recreation Plan are described in the following sections, and standards and criteria for developing new park sites are established. Implementing the Recreation Plan is discussed after the description of facilities.

Mini-Parks

Mini-parks are small, passive, local parks, generally less than one acre in size. Most mini-parks are established in higher density areas as a substitute for backyards. Size and location are usually determined by the availability of vacant land. These parks serve various age groups depending on the characteristics of the neighborhood and typically feature play apparatus, a paved area for wheeled toys, benches, and landscape treatment. Additional facilities sometimes include children's play areas, quiet game areas, and some sports activities such as multi-purpose courts, if space allows. Some mini-parks are sometimes established to safeguard identified natural resources or serve as viewpoints. Mini-parks are difficult and expensive to maintain and only offer recreational opportunities to a limited segment of the community. As a result, additional mini-parks are not planned in the Planning Area. The maintenance costs of proposed mini-parks requires consideration prior to acceptance of dedication.

TABLE RR-2
EXISTING PARKS AND RECREATIONAL FACILITIES

NAME	LOCATION	ACRES	FACILITIES
Cavanaugh Mini Park	23782 Cavanaugh Rd.	0.2	Play apparatus and 1/2 court basketball
Cherry Park	22651 Cherry Ave.	4.5	Play apparatus, 1/2 court basketball, open play area, picnic shelter, individual & group picnic tables and barbecue grills
Darrin Park	22461 Cherry Ave.	3.1	Play apparatus, 1/2 court basketball, open play area, individual picnic tables and barbecue grills
El Toro Park I	23701 Los Alisos Blvd.	10	Volleyball courts, handball courts (outdoor), and lighted tennis courts
El Toro Park II	25420 Jeronimo Rd.	12.4	Lighted Little League fields, lighted soccer fields and restrooms
Heritage Hill Historical Park (County Facility)			Open space, historic buildings, educational programs, picnic tables, restrooms and maintenance structure
Lake Forest Park	24000 Serrano Rd.	2.3	Picnic tables, hiking trail and passive open space
Mountain View Park	4061 Dylan St.	5.3	Softball field, 1/2 court basketball, play apparatus, volleyball courts, handball courts, lighted tennis courts, open play area, picnic table and barbecue
Montbury Park	21962 Montbury Dr.	3.5	Passive open space
Pebble Creek Park	26441 Pebble Creek Rd.	1.9	Play apparatus and passive open space
Pittsford Park	21701 Pittsford Dr.	10	Play apparatus, picnic tables picnic shelter and tennis courts
Rancho Serrano Park	20842 Paseo Sombra	5.1	Picnic tables and passive open space
Ranchwood Park	22500 Killy St.	1.9	1/2 court basketball, play apparatus, volleyball court, and open space
Rimgate Park	29772 Rimgate	5	1/2 court basketball courts, play apparatus, grass volleyball court, tennis court, picnic tables, picnic shelter and passive open space
Serrano Creek Park	25101 Serrano Rd.	44	Equestrian center, play apparatus and picnic tables
Sundowner Park	22041 Sundowner Lane	0.8	Play apparatus, picnic tables passive open space
Village Pond Park	23102 Ridge Route Dr.	4.7	Play apparatus, picnic tables, pond and passive open space
Vintage Park	21000 Vintage St.	4.8	Basketball courts, play apparatus, parcourse, open play area, picnic tables and barbecues
TOTAL ACRES		119.5	

Source: RJM Design Group

PROVIDE A COMMUNITY CENTER FACILITY CENTRAL TO THE CITY (ALSO A NETWORK OF SMALLER CENTERS) ACQUIRE OPEN SPACE IN THE CENTRAL PORTION OF THE PLANNING AREA (45 ACRES) TO ASSOCIATE SPORTS FIELDS WITH THE COMMUNITY CENTER

COMPLETE THE SERRANO CREEK TRAIL FROM FTC TO THE EQUESTRIAN CENTER, ALSO COMPLETE THE ALISO CREEK TRAIL FROM THE NORTHERN TO SOUTHERN CITY LIMITS

UPGRADE EXISTING PARKS TO MEET ADA AND CONSUMER SAFETY STD. AND GENERAL NEEDS (I.E. PICNIC TABLES, ECT.)

LINK SERRANO CREEK TRAIL TO ALISO CREEK TRAIL (MINIMUM ONE WITHIN CITY LIMITS INCLUDING SIGNAGE AND MAPS)

ACQUIRE SERRANO PARK (11AC I O D SITE) AND CONSIDER RETROFITTING TO PROVIDE ADDITIONAL BALLFIELDS AND SOCCER FIELDS

DEVELOP RIDGE ROUTE DRIVE AS CENTRAL TRAIL SPINE LINK \ TO SERRANO CREEK OPEN SPACE CORRIDOR ENHANCE THE SPINE W/SIGNAGE AND PLANTINGS THAT RELATE TO CITY IDENTITY

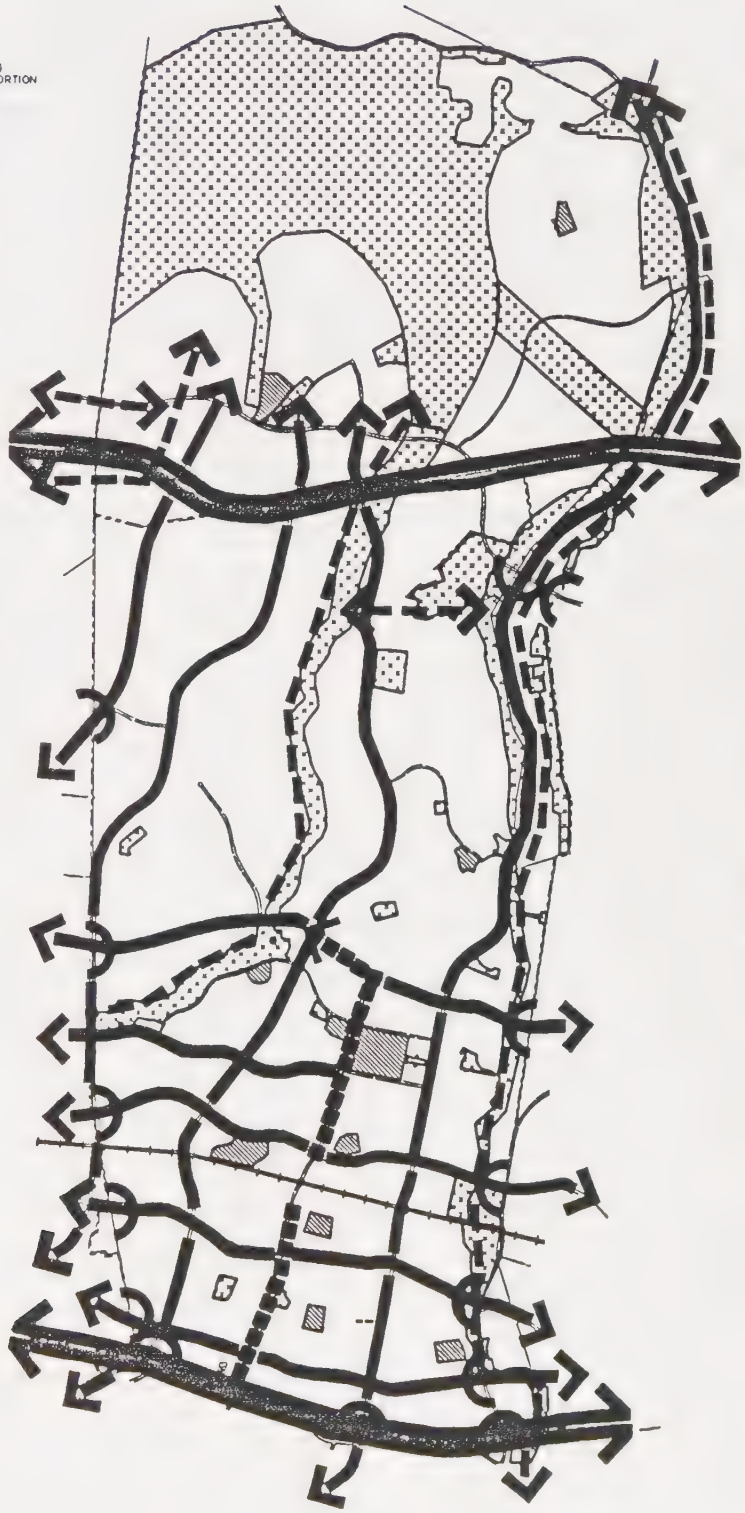
CONSIDER RETROFITTING EXISTING PARKS W/BALLFIELDS FOR ORGANIZED PLAY

CONSIDER RETROFITTING PARKS W/PRACTICE BALLFIELDS

ESTABLISH CITY IDENTITY AT ARTERIAL GATEWAYS TO THE CITY

PROVIDE PUBLIC SAFETY ORIENTED RECREATION PROGRAMS

PROVIDE PROGRAMS FOR SENIOR CITIZENS CULTURAL, COMMUNITY RECREATIONAL AND EDUCATIONAL PURSUITS



LEGEND

ARTERIALS PROVIDING PEDESTRIAN ACCESS

TRAIL LINKS (MULTI-PURPOSE TRAIL BETWEEN SERRANO CREEK AND ALISO CREEK; RIDING/ HIKING TRAIL ALONG FOOTHILL TRANSPORTATION CORRIDOR, SERRANO CREEK AND ALISO CREEK: CLASS II ALONG PORTOLA; CLASS I ALONG ALISO CREEK.)

FREEWAYS - NO PEDESTRIAN ACCESS PROVIDED

PROPOSED NORTH/SOUTH SPINE TRAIL/CORRIDOR

GATEWAY OPPORTUNITIES

COMMUNITY PARK/ OPEN SPACE REGIONAL PARK/ OPEN SPACE

SCHOOLS

OCTA RAILROAD

NORTH no scale

Lake Forest

General Plan

SOURCE: RJM Design Group, Inc.

Figure RR-1
Recreation Plan

TABLE RR-3
PROPOSED PARKS AND RECREATIONAL FACILITIES

SITE	NET NEW ACREAGE	LOCATION	PROPOSED FEATURES (examples only)
Community Center Park	45 acres	Northern section of City (no specific site)	Multi-purpose facility, open space, lighted ball fields/ soccer fields, tennis courts, multi-purpose court, skate board park, group picnic area and community center
Recreation Center	N/A	Southern section of City (no specific site)	Multi-purpose recreation center
Peachwood Park (IOD)	2.7 acres	Peachwood near Palmwood	Open space, tot lot, picnic area
Serrano Park (IOD)	11.2 acres	Tamarisk at Peachwood	Ball fields, soccer, open play, basketball court, picnic tables
TOTAL ACRES	58.9 acres		

1. IOD: Irrevocable Offer of Dedication.
Source: RJM Design Group, Inc.

TABLE RR-4
EXISTING AND FUTURE PARK ACREAGE NEEDS

	Population [1]	Park Acreage Required [2]	Available Acreage from Existing and Planned Parkland [3]	Surplus/ (Shortfall) of Acreage
Existing City	58,182	290	239	(51)
Future City	60,877	304	298	6
Existing SOI[3]	8,751	44	8	(36)
Future SOI	18,285	91	23	(68)

1. Projected population for purposes of establishing parkland acreage needs.
2. Five acres per 1,000 persons.
3. County and Regional Parks are not used to meet this standard.
4. SOI: Sphere of Influence.

Source: RJM Design Group, Inc.

Neighborhood Parks

Many of the facilities located within neighborhood parks are associated with active recreation. Neighborhood parks should contain consolidated parcels with appropriate area devoted to active recreation such as ball fields, recreation centers, multi-purpose fields and open turf, game courts, tot lots, picnic facilities, and on-site parking. The standard minimum size for neighborhood parks is three acres.

Neighborhood parks should be located near the center of a neighborhoods. Easy access should be provided to pedestrians, bicyclists, and maintenance and public safety vehicles. Neighborhood parks should not be separated from its user population by major highways, railroads, or other untraversable obstacles. A neighborhood park should be situated adjacent to or near schools, greenbelts, open space linkages, or other community open space/recreational facilities to facilitate an integrated open space system. Although neighborhood parks are designed to attract from a smaller service radius, they will also be utilized by residents who may live outside of the immediate neighborhood. This may be particularly true where there are limited recreational facilities, such as in Lake Forest.

Community Parks

Community parks are intended to have a service radius of approximately two to three miles and offer both active and passive recreational pursuits. No specific shape is required and unique physical features such as a ridge line or canyon are typical natural amenities. Community parks should encompass a minimum of ten acres. Pedestrian and bicycle paths and natural open space should be offered by community parks.

Community parks contribute to the open space system by connecting to neighborhood parks through open space linkages. For maximum public access and use, such parks should be located at or near the intersection of an arterial near the center of their service area. Community parks should contain space for active recreational facilities such as game fields, game courts, swimming pools, and play areas as well as community centers, on-site parking, restrooms, and picnic areas. Due to the limited number of parksites that exist within the City, uses and facilities typically found in community parks may also be located in neighborhood parks.

While the City has adequate mini- and neighborhood parks, the distribution of community parks is inadequate to meet the needs of the population. Future park development efforts will consequently focus on community parks.

Special Use Facilities

Special Use Facilities are designed to meet the requirements of specific recreational, social and cultural activities. Examples of special use facilities include community centers, libraries and senior centers. The function of these facilities goes beyond the primary purpose of serving a single neighborhood.

Because the demographic makeup of the City will change over time, the City shall conduct continuous research and assessment to ensure that those facilities provided are adequate. The City shall also develop Special Use Facilities and programs that can be adapted to the changing recreational needs of the population. The number of Special Use Facilities shall adjust to accommodate the recreational demands of the community. Through the Special Use Facilities, in addition to recreational programs, the

senior citizen program of comprehensive, coordinated programs will be maintained and strengthened to meet community needs.

A centralized community center is greatly desired by the community. In the early 1900s, a community center was constructed for the enjoyment of town residents and the farmers in the back country. The center served as the focus of all social activities including dances, weddings, club meetings and holiday celebrations. With time, the building deteriorated and was removed for safety reasons in the 1980s. The City intends to construct a new community center in conjunction with a large park and sport facilities. The center will promote the historic tradition of community involvement and socializing. A network of smaller recreation centers may also be located in the Planning Area.

Regional Parks

The County of Orange owns and maintains many regional recreational parks. Local County parks include Limestone/Whiting Wilderness Park, Heritage Hill Historical Park and O'Neill Regional Park. Cleveland National Forest, located east of the Planning Area, offers additional recreational opportunities. Policy for the development, maintenance, and improvement of these parks is provided by the Orange County Recreation Element, which includes a Master Plan for regional recreational facilities in the County.

School Playgrounds/Joint-Use Agreements

Public school playgrounds, under the jurisdiction of the Saddleback Valley Unified School District (SVUSD), are open to the public after school hours. Organized sports leagues such as those for baseball, soccer and football utilize ball fields through a permit process with the (SVUSD). The City will use some school recreational facilities to meet the park goal of five acres per 1,000 population. Up to 50 percent of the school facilities can be used, provided the school facilities are open to the public.

Opportunities exist to maintain and enhance joint use agreements with the Saddleback Valley Unified School District. Whenever feasible, the City will enter into a joint use and maintenance programs.

Trails

The City's trail system includes pedestrian and bike trails within open space corridors and along regional trails. The County maintains a coordinated system of trails, including bikeways, equestrian trails and hiking trails within the Planning Area.

Bikeways comprise the most extensive part of the City's trail network. The biking network in Lake Forest connects with other trails and paths in adjacent communities and throughout Orange County. There are three categories of bikeways:

- Class I: a paved path that is separate from any motor vehicle travel lane;
- Class II: a restricted lane within the right-of-way of a paved roadway for the exclusive or semi-exclusive use of bicycles; and
- Class III: a bikeway that shares the street with motor vehicles or the sidewalk with pedestrians.

A number of policies included in the Recreation and Resources Element are concerned with the expansion of the City-

wide system of hiking and biking trails. The planned trail system will serve recreational and commuting purposes. Specific development standards for the various types of trails are difficult to establish since trail width and gradient will depend on topography, surface features, and availability of an easement. One off-street bike trail is proposed for the City connecting Aliso Creek Trail with Serrano Creek in the northern portion of the City and Foothill Transportation Corridor. One riding and hiking trail is proposed following the Borrego Creek and Foothill Transportation Corridor alignment through the City. Bikeways located along the street system are addressed in the Circulation Element.

Proposed riding and hiking trail improvements include a connection between the Aliso Creek Trail and the Serrano Creek Trail. The County will provide a continuous improved riding and hiking trail from the Serrano Creek Equestrian Center to Limestone/ Whiting Wilderness Park. Portions of Aliso Creek Riding and Hiking Trail also require realignment by the County for safe passage. Conditions of existing trails will be improved. New raised push buttons for signalized trail crossings should be provided at Trabuco Road and the Equestrian Center, and sections of the Serrano Creek trail that impede use should be improved by the County.

Private Facilities

In addition to parks and trails, Lake Forest has many private recreational facilities. While some private facilities (such as private parks, tennis courts and swimming pools) are available only to local residents, others are available to the public for a fee such as Serrano Creek Equestrian Center and Lake Forest Golf and Practice Center. The City encourages the inclusion of such facilities in private development, especially those open to the public.

Facility Development

Several approaches will be employed to implement the Recreation Plan. The City will encourage and, where appropriate, require the inclusion of recreational facilities and trails within future development pursuant to the Quimby Act. Development proposals within Planned Communities will be reviewed for consistency with park requirements of established development agreements. Other alternative methods to develop parkland will be pursued including open space easements, leaseholds, land donations, community facility districts and gift annuities. Funding for new parks will also be secured from the City General Fund.

The City will also focus on maintaining existing parks and recreational facilities to maximize use and community benefit. These facilities will be used to create a positive environment in Lake Forest to reduce incidences of anti-social behavior. Facilities will be considered for retrofitting according to the Americans with Disabilities Act (ADA) to provide access for all Lake Forest residents. New facilities will be constructed according to ADA requirements.

NATURAL RESOURCES AND FEATURES

Biological Resources

Most of the incorporated City is developed and little natural habitat remains. Southern sycamore alder riparian woodland occurs along Serrano and Aliso Creeks and some coastal sage scrub is located in the eastern portion of

the City. The sphere of influence contains large areas of natural habitat including southern sycamore alder riparian woodland and coastal sage scrub. Several sensitive species such as the California gnatcatcher have been observed in both the City and the sphere of influence.

The General Plan Land Use Element establishes an open space system for both recreational and preservation purposes. The open space designations are defined as follows:

Community Park/Open Space: The Community Park/Open Space designation provides for public recreational uses designed to meet the active and passive recreational needs of the community. This designation includes all public parkland, open space and associated public recreational activities, such as indoor and outdoor sports/athletic facilities, museums, theaters and similar uses.

Regional Park/Open Space: The Regional Park/Open Space designation provides for public recreational uses designed to meet the active and passive recreational needs of the community and nearby areas in the region. This designation includes the Limestone/ Whiting Wilderness Park and other County of Orange open space along portions of Serrano Creek and Aliso Creek. This designation applies to land that is generally maintained as natural open space with minimal improvements.

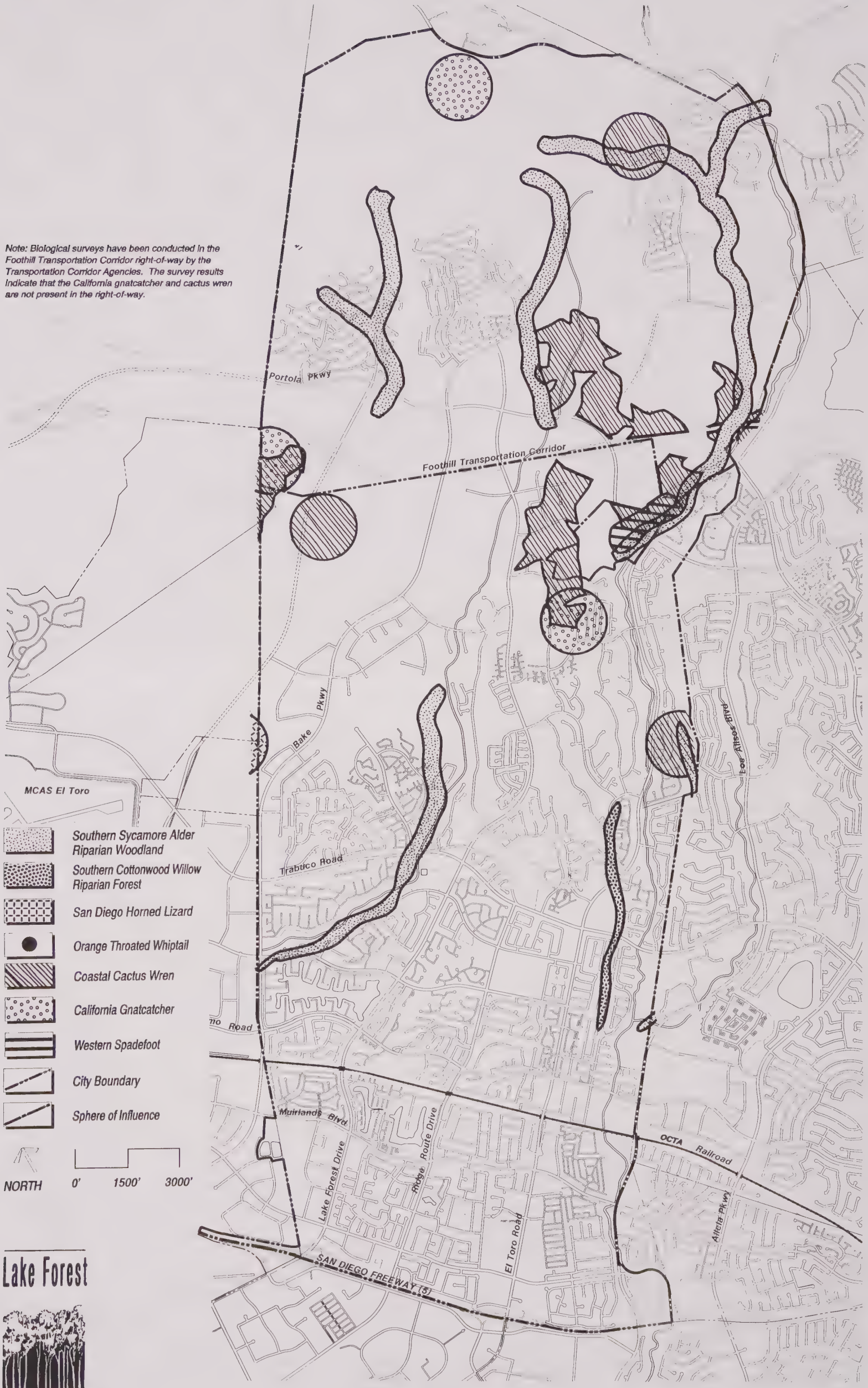
Open Space: The Open Space designation provides for private open space designed to meet the active and passive recreational needs of the community. This designation includes open space that is held under private ownership, and includes facilities for active and passive recreational activities. Open space activities include indoor and outdoor sports/athletic facilities, lakes, club houses, meeting rooms, outdoor gathering areas and similar uses, as well as ornamentally landscaped and natural landscaped open areas.

Figure RR-3 shows the extent of the open space system in the Planning Area. The riparian areas along the creeks are encompassed by the open space system and substantial acreage of undisturbed wildlife habitat in the sphere of influence is preserved. Limestone/Whiting Wilderness Park, which contains approximately 1,140 acres of continuous natural habitat in the sphere of influence, and other open space in the Planning Area totaling approximately 3,181 acres. While some of the open space is dedicated for active recreational uses, much of the open space will be left in a natural state to support habitat for plant and animal species.

Development proposals will be reviewed for potential biological resource impacts according to CEQA and applicable state and federal wildlife regulation. Where significant impacts are identified, the City will require modifications to the project to avoid the impact, or require mitigation measures to reduce the impact. The focus of the impact assessment will include the following resources:

- Riparian and wetland habitat;
- Coastal sage scrub habitat;
- Rare and endangered plant and animal species;
- Wildlife movement corridors;
- Habitat fragmentation; and
- Significant tree stands.

The City will also work to perpetuate the viability of regional biological systems. Continued participation in the Coastal Sage Scrub NCCP with the County, local jurisdictions, state and federal agencies,



Lake Forest

General Plan

SOURCE: State of California, Department of Fish and Game, Natural Diversity Data Base - San Juan Capistrano, El Toro, and Santiago Peak, February 1994.

Figure RR-2
Sensitive Biological Resources

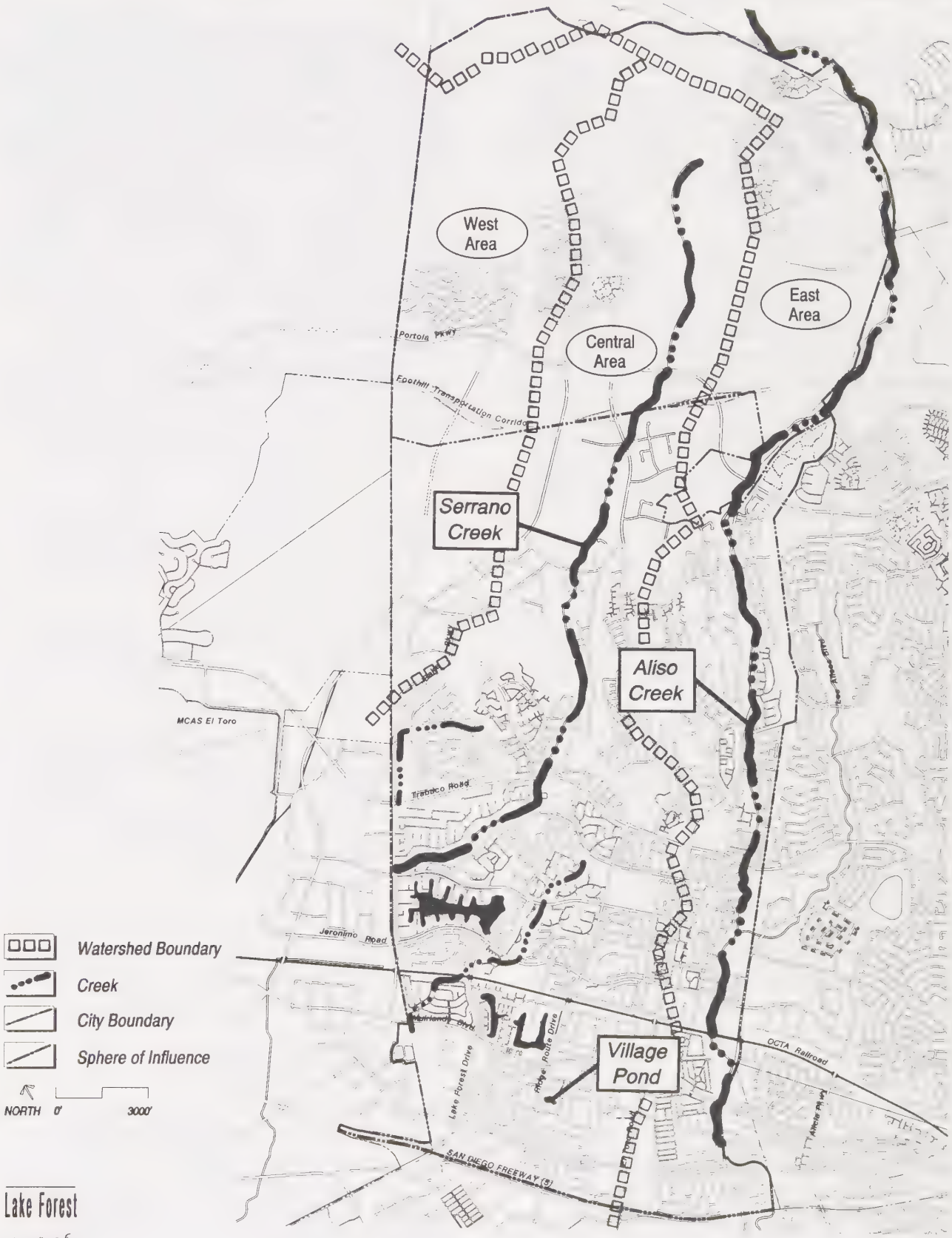
Lake Forest

General Plan

SOURCE: Cotton/Beland/Associates

Figure RR-3

Open Space System



Lake Forest General Plan

SOURCE: San Diego Creek Flood Control Master Plan, April 1989; Cotton/Beland/Associates

Figure RR-4
Creeks and Watershed Boundaries

environmental organizations and property owners is expected. As land is incorporated from the sphere of influence, the City will continue applying NCCP policies to provide continuity in regional habitat management strategies.

Water Resources

Both local and regional water sources are important to the City. Four surface water streams traverse the Planning Area: Aliso Creek, Serrano Creek and two smaller unnamed creeks. The Planning Area is divided into three watersheds that contribute water, sediments and dissolved materials to the creeks. Figure RR-4 shows the relationship of the water courses and watershed boundaries.

Two general planning issues are associated with these hydrologic patterns: water quality and flooding. The City's water quality plan is identified below while flood prevention is addressed in the Safety and Noise Element.

Surface streams in urban areas are subject to pollutants and sediment carried in runoff. The pollutants in urban runoff include landscape pesticides and fertilizers, automobile products, and degreasers. Urban pollutants degrade water quality and impact wildlife and plants dependent on aquatic habitat. The City is a co-permittee with the County of Orange in the National Pollution System Discharge Elimination System (NPDES) program, which is designed to reduce pollutants in runoff. According to the NPDES permit, all new development projects and substantial rehabilitation projects will be required to incorporate Best Management Practices (BMPs) as identified in the County Drainage Area Master Plan (DAMP). Implementation of BMPs in Lake Forest will enhance water quality in the surface streams.

Urban activity in Lake Forest affects regional water resources as well as local sources. The water districts serving the Planning Area purchase imported water for distribution. The supply of imported water is limited and conservation efforts are needed to ensure adequate emergency storage and future supply. Water conservation will be encouraged throughout the Planning Area in the following ways:

- Encouraging the local water districts serving the Planning Area to expand the production of reclaimed water and working with the districts to develop new uses for reclaimed water;

- Requiring the use of drought resistant plant species in landscaping for private and public areas, including parks;

- Coordinating with the local water districts and major users to establish water conservation education programs; and

- Requiring the incorporation of water conservation devices, including low-flush toilets, flow restriction devices and water conserving appliances, in new development, public projects and rehabilitation projects.

The City will continue to coordinate with the water districts responsible for monitoring water quality and constructing needed infrastructure improvements.

Topographic Features

The Lake Forest Planning Area is a transition point between the coastal flood plain and the Santa Ana Mountains. The western portion of the Planning Area is nearly sea level while the northeastern portion becomes progressively higher and steeper, reaching elevations of up to 1,500 feet. Views of the rugged mountains are

enjoyed from the western portion and views of the Saddleback Valley floor and the Pacific Ocean are available from the higher elevations in the eastern portion. Four surface streams cut the landscape and provide additional topographic relief.

Preserving the unique topographic character of the Planning Area is important for visual quality and geologic stability. Development proposals will be assessed for potential impacts to important geologic features according to CEQA requirements. Where significant impacts are identified, mitigation measures will be required such as sensitive site planning and grading, revegetation and open space dedication.

Natural Resource Protection in Planned Communities

Lake Forest has been primarily developed as a series of Planned Communities prior to incorporation. The Planned Communities comprising the incorporated City include Lake Forest, El Toro, Baker Ranch, Pacific Commercentre, Rancho de los Alisos, Rancho Serrano and Serrano Highlands. The sphere of influence includes two additional Planned Communities: Foothill Ranch and Portola Hills. Pursuant to CEQA, EIRs have been prepared for the Planned Communities. The EIRs analyze potential environmental impacts from development and contain requirements to avoid or reduce those impacts.

The City will ensure that important natural resources within Planned Communities are protected as development proceeds. To this end, all development proposals within Planned Communities will be reviewed to 1) confirm that the proposals are consistent with the established development plans and agreements, and 2) confirm that all required mitigation measures from applicable environmental documents are properly implemented and monitored. Additionally, when amendments to development plans are proposed within Planned Communities, environmental impacts will be appropriately assessed according to CEQA requirements.

HISTORIC, ARCHAEOLOGIC AND PALEONTOLOGIC RESOURCES

Historic and Archaeologic Resources

Lake Forest has a rich historic past. The area was originally inhabited by the Acagchemem who subsisted simply on acorn products and hunted animals. Spanish explorers arrived during the 1500s and the Acagchemem were displaced by local mission operations. Lake Forest lands were later encompassed by José Serrano's Rancho Cañada de Los Alisos. The rancho lifestyle was dominated by cattle grazing and traditional fiestas to break up days of hard labor.

The rancho system fell after the United States took control of California and Dwight Whiting purchased substantial land holdings that included Lake Forest. Whiting introduced dry farming, fruit farming and later citrus production, and a small town called El Toro developed as a shipping, commerce and social center. Eucalyptus groves, a prominent feature of the Lake Forest landscape, were planted by Whiting for construction wood. The town did not grow substantially until imported water was available to the area in the 1960s. During the 1970s a number of Planned Communities were developed under County jurisdiction with several created lakes. The City of Lake Forest incorporated in 1991.

Several historic structures from the rancho and agricultural eras have been preserved and are presently located in Heritage Hill Historical Park in Lake Forest. The Park

includes the Serrano Adobe (circa 1863), El Toro Grammar School (1890), St. George's Episcopal Mission (1891) and the Bennet Ranch House (1908). Several other residential structures from the agricultural era exist outside of the Park but are not known to have any historical or architectural significance.

Historic structures will continue to be protected to give Lake Forest residents a sense of community heritage and historical values. To maximize the preservation of important historic remains, the City will assess development proposals for potential historic resource impacts according to CEQA requirements. If a significant historic resource occurs on the project site and the proposed development will impact the resource, the City will either require that the project be modified to avoid impacting the resource or require measures to reduce the significance of the impact.

Subsurface archaeologic evidence of the Acagchemem culture potentially occurred throughout the Planning Area. Figure RR-5 shows the original distribution of potential sensitive archaeologic resources. Much of the terrain has been modified by agricultural activities and development which could have disturbed subsurface archaeologic resources. Development proposals will be assessed for potential impacts to archaeologic resources according to the CEQA requirements. The City will require that significant impacts will either be avoided or mitigated which may involve archaeologic investigation and resource recovery.

Paleontologic Resources

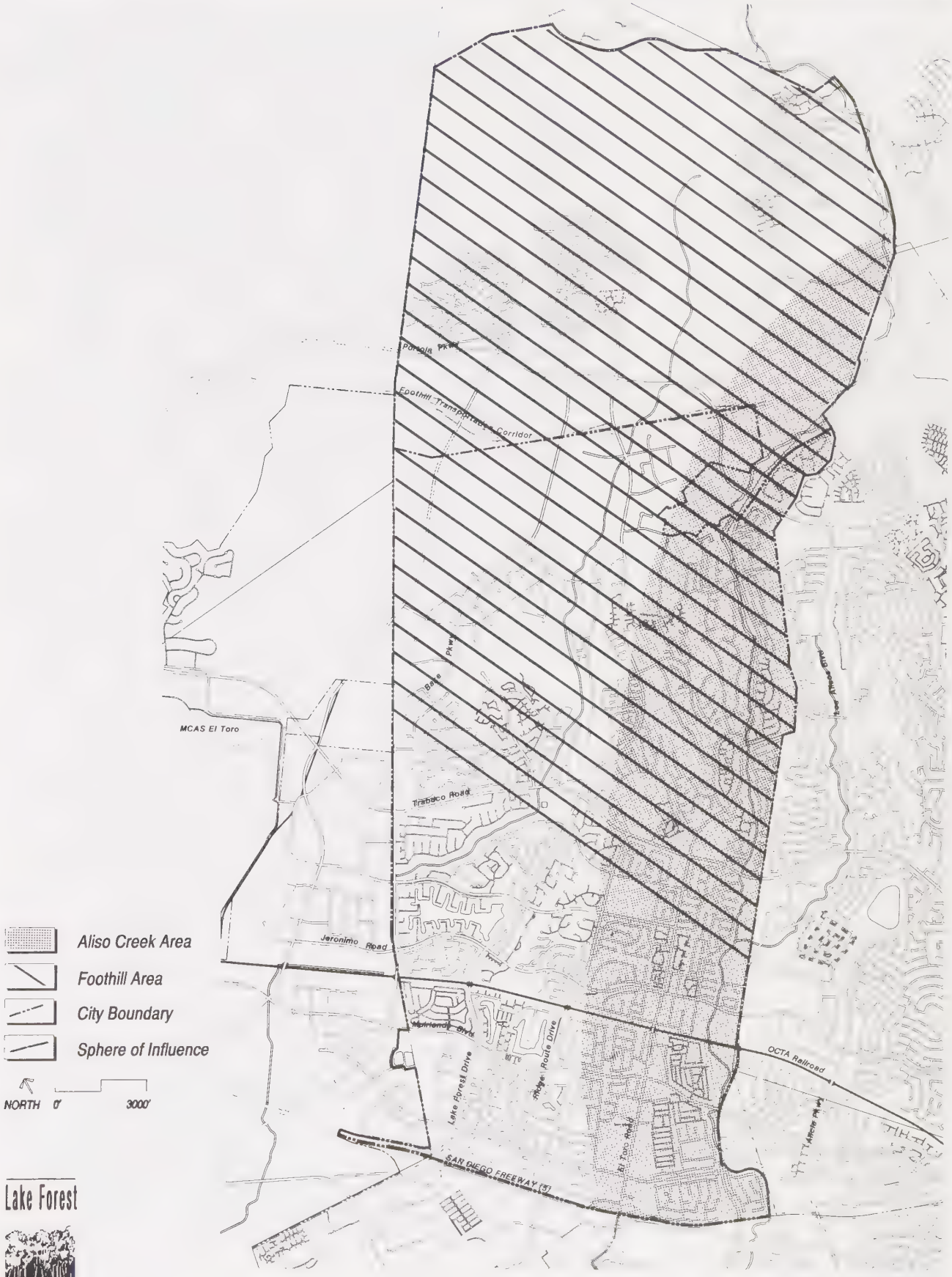
Many of the geologic formations underlying Orange County contain important paleontologic resources, (fossil evidence of life from previous geologic periods). Paleontologic resources potentially occur throughout most of the Planning Area, (see Figure RR-6). Surveys within the Planning Area have revealed crocodile, bony fish and shark fossils. Most fossil discoveries have occurred at the El Toro materials sand and gravel operation. Grading has most likely disturbed some of the paleontologic resources that were once present.

Protection of remaining paleontologic resources within the Planning Area for scientific study is important. Development proposals will be assessed for potential impacts to significant paleontologic resources according to CEQA requirements. Surveys will be conducted for projects involving earth work to determine potential impacts and identify appropriate measures to avoid or reduce impacts.

HUMAN RESOURCES

The history of the Lake Forest community is marked by active public involvement and concern for civic issues. The City considers human resources a valuable asset to be enhanced and continually cultivated. Making information accessible to all groups within the community will support public involvement and stimulate community interest. Various media approaches include newsletters, information brochures, cable television programming, radio and newspaper announcements, and presentations to community groups. Citizen input will be actively solicited during the early stages of major public or private development projects and regulatory programs.

In addition, the potential of the Lake Forest volunteer sector will be increased. Homeowner associations, community groups, business groups and interested individuals will be utilized as sources for



Lake Forest

General Plan

SOURCE: Orange County EMA

Figure RR-5

Sensitive Archaeologic Areas

Lake Forest

General Plan

SOURCE: Orange County EMA

Figure RR-6
Sensitive Paleontologic Areas

appointees on City commissions, boards and tasks forces.

SOLID WASTE

Solid waste management has become an important resource issue in recent years due to dwindling landfill space and advances in recycling technology. Many landfills in southern California are reaching capacity and siting new landfills is increasingly difficult due to environmental, economic and political considerations. As required by the Integrated Waste Management Act (AB 939), the City has drafted a Source Reduction and Recycling Element (SRRE).

Adoption and implementation of the SRRE will reduce the amount of solid waste entering landfills. AB 939 calls for a 25 percent reduction in the solid waste stream by 1995 and a 50 percent reduction by 2000. These reductions will be achieved through recycling and composting solid waste and reducing the total amount of waste produced. Implementation of the SRRE will result in other environmental benefits in addition to reducing landfill capacity impacts. For example, recycling reduces the amount of raw resources and energy used to construct new containers.

Anticipated regional growth will require the future expansion and construction of landfills even with full implementation of AB 939. The City will support regional efforts to study expansion of existing landfills and find sites for new landfills. The environmental and economic impacts of landfill recommendations will substantially contain the availability of waste disposal sites.

AIR QUALITY

Lake Forest, with Orange County, Los Angeles County, and portions of San Bernardino County and Riverside County are within the South Coast Air Basin (SCAB). Due to bowl-shaped topography and level of urban development, SCAB experiences some of the poorest air quality in the country. Federal and state air quality standards are regularly exceeded. Because air quality has become a critical regional issue, the Southern California Association of Governments (SCAG) requires local jurisdictions to address air quality in their General Plans. Air quality goals and policies are established earlier in this element and the City's plan to improve air quality conditions is discussed below. Specific action programs are located in the General Plan Implementation Plan.

Interjurisdictional Coordination

Air pollutants disregard jurisdictional boundaries and disperse broadly throughout the region. As a result, improving air quality requires regional management. SCAB air quality is under the authority of the South Coast Air Quality Management District (SCAQMD) and the Southern California Association of Governments (SCAG) also administers air quality programs. The success of SCAQMD and SCAG programs depends on coordinated participation among all affected jurisdictions including Lake Forest. The City will work towards improving regional air quality and fully participate in SCAQMD and SCAG programs. The City will coordinate with other local jurisdictions to make the transportation system more efficient and promote alternative transportation modes such as carpooling, bus transportation, commercial rail and bicycling. In addition, the City will participate in future amendments and updates of the

SCAQMD Air Quality Management Plan to ensure that new measures can be practically enforced in the Foothill subregion.

Trip Reduction

Intense automobile activity is one of the primary causes of regional air quality problems. Many of the SCAQMD and SCAG strategies to improve air quality require reducing automobile trips. One of the primary tools to reduce trips is the Transportation Demand Management (TDM) ordinance which implements various provisions of the 1991 Air Quality Management Plan. The City will adopt a TDM ordinance that includes various methods to reduce trips and influence travel modes such as:

- Trip reduction programs for the City as an employer;
- Van pool programs for private employers;
- Employee incentives for public transit use;
- Formation of Transportation Management Associations;
- Trip reduction programs for major commercial centers; and
- Alternative transportation modes for major events.

Trip reduction can also be accomplished by improving the local balance between jobs and housing. Lake Forest is located in a region with more residential development than job-generating business, industrial and commercial development. As a result, residents must commute long distances to other parts of the County, and even outside of the County, for employment. Besides contributing to substantial traffic, the long commutes often preclude use of alternative transportation modes.

To reduce commuting trips, the City will work to improve the balance between jobs and housing. In the Land Use Element, considerable undeveloped land is designated for commercial, light industrial and business centers. As these designations are developed, new local employment opportunities may be provided for residents. Improving the balance of jobs and housing in the Lake Forest Planning Area will reduce long commutes, and may allow residents to use alternative transportation modes to travel to work, consequently improving regional air quality conditions.

Transportation System and Facility Improvements

Poor air quality conditions are exacerbated by traffic congestion. Cars generate excess emissions when not moving efficiently. The Air Quality Management Plan calls for increasing the efficiency of the transportation system to avoid congestion and reduce emission generation.

The Circulation and Public Facilities/Growth Management Elements contains policies and programs for system management and facility improvements. Transportation system management refers to maximizing the efficiency of the circulation system to minimize delays and congestion. Facility improvements refer to physical improvements to increase system capacity such as adding travel and turn lanes. Service standards and phasing plans are provided to ensure that the capacity of the circulation system can accommodate traffic from new development. Implementation of the Circulation and Public Facilities/Growth Management Elements will increase the

efficiency of the City transportation system and consequently improve air quality.

Reduce Impact of New Development

Planned growth and development will contribute to pollutant levels, but the City will minimize air quality impacts of new development. Development proposals will be reviewed for potential air quality impacts according to CEQA and the South Coast Air Quality Management District CEQA Air Quality Handbook. Where potential significant air quality impacts are identified, land use and planning techniques will be required to reduce trips and promote alternative transportation modes. Techniques to reduce air quality impacts may include the following:

- Incorporation of a public transit stops;
- Pedestrian and bicycle linkage to commercial centers, employment centers, schools and parks;
- Preferential parking for car pools;
- Traffic flow improvements; and
- Employer trip reduction programs.

Construction activities can generate significant amounts of dust and particle matter. The City will reduce dust generation during construction by restricting outdoor storage of fine particulate matter, requiring liners and covers for trucks transporting fine matter and controlling vehicle operations in unpaved areas under City jurisdiction.

Energy Conservation

Energy conservation is another strategy for improving regional air quality. Pollutants are generated by the combustion of fossil fuels to produce electricity, and by the combustion of natural gas. Reducing energy usage decreases the amount of pollutants generated. Energy requirements can be diminished through innovative architectural design, building construction, structural orientation and landscaping.

The City will promote energy conservation by implementing state Title 24 energy performance requirements through City building codes. In addition, the relationship between project design and future energy requirements will be considered when reviewing proposals for new development. Promotion of utility company incentive programs to retrofit existing development with energy efficient lighting, air conditioning and heating systems can be beneficial. Energy will be conserved in public buildings through innovative designs for new buildings and retrofit programs for existing buildings.

City of

Lake Forest

GENERAL PLAN

Safety and Noise Element

Lake Forest

General Plan

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INTRODUCTION

The Safety and Noise Element addresses public safety and quality of life issues. Natural events such as flooding and earthquakes can endanger property and human life while hazardous material use, crime and other human activities can impact community security. High noise levels can cause stress and irritation and must be controlled to preserve community quality. Residents can be protected from potential hazards by identifying threatening situations and taking steps to limit such situations in populated areas. Developing effective strategies to reduce excessive noise is essential for a safe and harmonious living and working environment.

PURPOSE OF THE SAFETY AND NOISE ELEMENT

The Safety and Noise Element is a comprehensive program to identify and temper environmental factors that potentially threaten community health and safety. Noise and public safety are key factors in the quality of life in a community. By addressing safety and noise early in the planning process, the City can avoid the creation of critical situations. The Safety and Noise Element contains policies and programs to regulate existing and proposed development located in hazard-prone areas. Education of City staff and residents about emergency preparedness is also addressed. Guidelines are established to protect residents from excessive noise and ensure that noise-generating uses will be separated from uses where quiet conditions are valued.

SCOPE AND CONTENT OF THE SAFETY AND NOISE ELEMENT

The noise and safety components of this Element satisfy the requirements of state planning law. The safety component complies with the requirements for the General Plan public safety element mandated in Government Code Section 65302(g). According to the state requirements, the safety element must address the following hazards if they pertain to Lake Forest:

- Seismically induced conditions, including surface rupture, ground shaking, ground failure, tsunami and seiche;
- Slope instability leading to mudslides and landslides;
- Subsidence and other geologic hazards;
- Flooding;
- Wildland/urban interface fires; and
- Evacuation routes.

Additional public safety hazards are identified in the Master Environmental Assessment. Consequently, hazardous materials, crime and aircraft overflight are also addressed in the Safety and Noise Element.

The noise component complies with the revised state guidelines for the General Plan noise element mandated by the State of California Government Code Section

65301(f) and Health and Safety Code Section 46050.1. Future noise conditions from short- and long-term growth are quantified as noise exposure contours. This noise information serves as the basis to develop guidelines for compatible land uses.

The Safety and Noise Element is comprised of three sections: 1) Introduction; 2) Issues, Goals and Policies; and 3) the Safety and Noise Plan. In the Issues, Goals and Policies section, major issues pertaining to noise sources and hazardous conditions are identified, and related goals and policies are established. The goals are overall statements of the City's desires and are comprised of broad statements of purpose and direction. The policies serve as guides for reducing the threat from natural and human activity hazards; maximizing community emergency preparedness; and diminishing or avoiding adverse noise effects on residents. The Plan explains how the goals and policies will be achieved and implemented. Specific implementation programs for the Safety and Noise Element are contained in the General Plan Implementation Program.

RELATED PLANS AND PROGRAMS

There are a number of existing plans and programs that directly relate to the goals of the Safety and Noise Element. These plans and programs have been enacted through state and local legislation and are administered by agencies with powers to enforce state and local laws.

California Environmental Quality Act (CEQA) and Guidelines

The California Environmental Quality Act was adopted by the state legislature in response to a public mandate for a thorough environmental analysis of projects that might adversely affect the environment. The provisions of the law, review procedure and any subsequent analysis are described in the CEQA Law and Guidelines as amended in 1993. Both excessive noise and public safety hazards are recognized as environmental impacts under CEQA. Continued implementation of CEQA will ensure that City officials and the general public assess and mitigate potentially significant noise and public safety impacts from private and public development projects.

California Noise Insulation Standards (Title 24)

The California Commission of Housing and Community Development officially adopted noise insulation standards in 1974. In 1988, the Building Standards Commission approved revisions to the standards (Title 24, Part 2, California Code of Regulations). As revised, Title 24 establishes an interior noise standard of 45 dB for residential space (CNEL or Ldn). Acoustical studies must be prepared for residential structures to be located within noise contours of 60 dB or greater (CNEL or Ldn) from freeways, expressways, parkways, major streets, thoroughfares, rail lines, rapid transit lines, or industrial noise sources. The studies must demonstrate that the building is designed to reduce interior noise to 45 dB or lower (CNEL or Ldn). New residential structures constructed in the Planning Area are subject to Title 24 standards.

Alquist-Priolo Special Studies Zones Act

Pursuant to the Alquist-Priolo Special Studies Zones Act, the state Geologist delineates special study zones along traces of potentially and recently active major faults. Affected cities and counties must inform the public of the special studies zones, which usually are one-quarter mile

or less in width. Information about special studies zones can be referenced in local General Plans and on other local maps. Proposed development plans within these zones must be accompanied by a report that describes possible surface rupture from a registered geologist.

Seismic Hazards Mapping Act

The Seismic Hazards Mapping Act requires the state Geologist to compile maps identifying seismic hazard zones. The state Mining and Geology Board established policies and criteria identifying the responsibilities of state and local agencies for development in seismic hazard areas. Approval of development on a site within seismic hazard zones requires the preparation of a geotechnical report and local agency consideration of the policies and criteria established by the Mining and Geology Board (Public Resources Code Section 2690 et. seq.). Seismic safety maps were considered during the preparation of this element.

Landslide Hazard Identification Program

Under the Landslide Hazard Identification Program, the state Geologist is required to prepare maps of landslide hazards within urban and urbanizing areas. Public agencies are encouraged to use these maps in land use planning and decisions about building, grading and development permits (Public Resources Code Section 2687 (a)). Landslide hazards were considered during the preparation of this element.

Cobey-Alquist Flood Plain Management Act

The Cobey-Alquist Flood Plain Management Act encourages local governments to plan, adopt and enforce land use regulations for flood plain management, as well as to identify requirements for receiving state financial assistance for flood control. The Safety and Noise Element identifies flood zones and methods to avoid flood hazards.

Hazardous Waste Management Plan

The Orange County Fire Department, which responds to all hazardous or toxic spill incidents in the Planning Area, is presently preparing a Hazardous Materials Area Plan. The Plan will guide all emergency response procedures for hazardous materials incidents. All facilities and personnel of the County and affected cities are organized in the Plan to effectively respond to hazardous material emergencies. Hazardous materials and emergency preparedness are discussed in this element.

San Onofre Nuclear Generating Station (SONGS)

The San Onofre Nuclear Generating Station is located near the southern boundary of Orange County. The federal and state governments have created three levels of emergency zones surrounding nuclear facilities:

- Emergency Planning Zone: Planning efforts within this zone include emergency sheltering or evacuation;

- Public Education Zone: Lake Forest is located within this zone and educational programs are focused in this zone to ensure that residents are prepared for any problems with the facility; and

- Ingestion Pathway Zone: This zone is created to avoid the ingestion of deposited radioactive materials by humans and livestock.

Southern California Edison, which operates SONGS, will provide notification

to all off-site jurisdictions within 15 minutes of declaration of any emergency. At this point, the City will implement procedures established in the Emergency Preparedness Plan (which is described below).

Airport Environs Land Use Plan (AELUP)

The Airport Land Use Commission (ALUC) for Orange County has responsibility under state law for formulating a comprehensive land use plan for the anticipated growth of each public airport and its surrounding vicinity. The Orange County ALUC adopted the Airport Environs Land Use Plan governing MCAS Tustin, MCAS El Toro, John Wayne Airport, Meadowlark Airport (closed), AFRC Los Alamitos and Fullerton Airport. The purpose of the AELUP is to safeguard the general welfare of the population within the vicinity of airports and to ensure the continued operation of the airports. The AELUP provides a basis for reviewing proposed development projects within areas impacted by airport noise. Building height and intensity restrictions are established by the AELUP for development in the defined Accident Potential Zone II.

General Plans for cities subject to the AELUP must be consistent with the Plan. Three issue areas in the AELUP are addressed in the Lake Forest General Plan: noise, safety and building height. The Safety and Noise Element of the General Plan addresses noise and safety, while the Land Use Element addresses building height and the distribution of land uses compatible with noise and safety hazards. Due to aircraft overflights during landings, portions of the central Planning Area are exposed to excessive noise. The noise constrains development to non-residential uses.

County of Orange General Plan Noise Element

The County of Orange General Plan Noise Element provides parameters for compatibility of noise and various land uses, and the location of new development. These parameters are described in the Noise/Land Use Compatibility Manual. For new residential construction, exterior noise must be reduced to 65 dB or less, and interior noise must be reduced to 45 dB or less. The unincorporated portion of the Planning Area is subject to the County Noise Element.

County of Orange General Plan Safety Element

The County of Orange General Plan Safety Element contains a comprehensive inventory of hazards impacting persons and property in the unincorporated areas. Specific subjects include crime, fire, hazardous materials, flooding and aircraft operations. The element guides and directs local government decisions about safety matters and coordinates regional, state and federal policies and programs. The unincorporated portion of the Planning Area is subject to the County Safety Element.

City of Lake Forest Noise Ordinance

The City has adopted the County of Orange Noise Control Ordinance, which establishes interior and exterior noise standards for residential areas. The ordinance provides controls for excessive and annoying noise from stationary sources such as industrial plants, pumps, compressors and refrigeration units. In addition, specific noise standards for daytime and nighttime hours are provided. Certain noise sources are prohibited and the ordinance establishes an enforcement process. Noise ordinance requirements

are identified in this element. The City Noise Ordinance does not apply to railroad activities occurring within the OCTA right-of-way (operation, maintenance, construction) or permitted hours for such activities.

City of Lake Forest Emergency Preparedness Plan

The City is presently preparing an Emergency Preparedness Plan. Until the Plan is approved, the City has adopted the County of Orange Plan for interim use. Additionally, an emergency information guide that identifies City personnel, equipment and facilities to effectively deal with emergency situations is being utilized. An integral component of this element is emergency preparedness planning.

City of Lake Forest Codes

The City has adopted the 1991 Uniform Building Code, 1991 Uniform Mechanical Code and 1991 National Electrical Code which contain structural requirements for existing and new buildings. The codes are designed to insure structural integrity during seismic and other hazardous events and prevent personal injury, loss of life and substantial structural damage. To protect public safety, planned development in Lake Forest will be subject to these structural codes.

RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

The Safety and Noise Element must be consistent with the other General Plan elements. Each element is independent and all the elements comprise the General Plan. All elements of the General Plan are interrelated to a degree, and certain goals and policies of each element may also address issues that are the primary subjects of other elements. The integration of overlapping issues throughout the General Plan elements provides a strong basis for implementation of plans and programs and achievement of community goals. The Safety and Noise Element relates most closely to the Land Use and Circulation Elements.

Policies and plans in the Safety and Noise Element are designed to protect existing and planned land uses identified in the Land Use Element from public safety hazards and excessive noise. Potential hazards and noise sources are identified in the Safety and Noise Element, and the programs are established to avoid or mitigate public safety and noise impacts from planned development. Concurrently, the Land Use Element contains policy to ensure that environmental conditions, including hazards and noise, are considered in all land use decisions. The distribution of residential and other sensitive land uses on the Land Use Policy Map is designed to avoid areas where hazardous or noisy conditions have been identified.

The noise component of the Safety and Noise Element is inextricably linked to the transportation policies in the Circulation Element. Transportation noise is largely responsible for excessive noise levels in certain locations in urban environments. The projected noise distribution identified in the Safety and Noise Element directly corresponds to the Circulation Plan. Both the Safety and Noise and Circulation Elements contain policies and plans to minimize the effects of transportation noise on existing and planned land uses. Noise exposure will be a key consideration when locating and designing new arterials.

The noise component of the Safety and Noise Element also relates to the Recreation and Resources Element.

Excessive noise can diminish enjoyment of parks and open space, and noise information should be considered in planning new recreational areas. Open space areas can be used to buffer noise-sensitive land uses from noise producers.

ISSUES, GOALS AND POLICIES

Five major issues are addressed by the goals, policies and implementing actions of the Safety and Noise Element. The issues include: (1) reducing risks associated with natural hazardous conditions, such as geologic conditions, seismic activity and flooding and reducing risks attributable to human-related hazardous conditions, such as aircraft overflights, hazardous materials, fire, and criminal activity; (2) preparedness for emergencies conditions to minimize impacts and reduce recovery time; (3) avoidance of the effects of noise through proper planning and correction of existing noise problems; (4) minimizing the effects of transportation-related noise; and (5) minimizing the effects of non-transportation noise. Each issue and the related goals, policies and implementation actions are identified and discussed in the following section.

NATURAL HAZARDS AND HUMAN ACTIVITY HAZARDS

The risk associated with certain natural hazards, such as geologic conditions, seismic activity, fire and flooding can be minimized through appropriate planning and preparedness actions. The risk of exposure to such hazards can be reduced to acceptable levels through proper development engineering and building practices.

Certain human activities, such as flying, use of hazardous or toxic materials, use of combustibles, and criminal actions can expose the population risk. The risk of exposure to hazards associated with human activity can be reduced to acceptable levels through proper planning and regulation of human activities.

GOAL 1.0: Reduction in the risk to the community from hazards associated with geologic conditions, seismic activity and flooding.

Policy 1.1: Reduce the risk of impacts from geologic and seismic hazards.

Policy 1.2: Protect the community from flooding hazards.

GOAL 2.0: Protection of the community from hazards associated with aircraft overflights, hazardous materials use, fire, and ground transportation.

Policy 2.1: Reduce the risk to the community from aircraft overflights.

Policy 2.2: Reduce the risk to the community from the use and transport of hazardous materials.

Policy 2.3: Reduce the per capita production of household hazardous waste

in Lake Forest in concert with the County of Orange plans for reducing hazardous waste.

Policy 2.4: Reduce the risk to the community from fire.

Policy 2.5: Reduce the risk from ground transportation hazards, such as rail and roadway systems.

GOAL 3.0 Protection of citizens and businesses from criminal activity.

Policy 3.1: Provide substantive levels of police protection.

Policy 3.2: Improve public awareness of ways to reduce criminal activity and Orange County Sheriff's Department responsiveness (Neighborhood Watch, improved communication and education methods).

Policy 3.3: Provide an effective approach to reduce graffiti.

EMERGENCY PREPAREDNESS

Proper preparation for major emergencies is an essential action to minimize the disruption, personal injury, and property damage associated with such events. Preventative measures and preparatory responses before an emergency occurs will hasten recovery from these emergencies.

GOAL 4.0: Improved ability of the City to respond to natural and human-related emergencies.

Policy 4.1: Support the development of local preparedness plans and multi-jurisdictional cooperation and communication for emergency situations.

Policy 4.2: Educate residents and businesses regarding appropriate actions to safeguard life and property during and immediately after emergencies.

NOISE AND LAND USE PLANNING

Certain portions of the planning area are subject to high noise levels. The consideration of the sources and recipients of noise early in the land use planning process is an effective method of minimizing the impacts of noise on the community's population. Areas already impacted by noise can also have noise reduced through rehabilitative improvements.

GOAL 5.0: Consideration of the effects of noise in land use planning.

Policy 5.1: Utilize noise/land use compatibility standards as a guide for future planning and development decisions.

Policy 5.2: Provide noise control measures, such as berms, walls, and sound attenuating construction in areas of new construction or rehabilitation.

TRANSPORTATION NOISE

Transportation-related noise is a primary factor affecting the overall quality of life for much of Lake Forest. Reduction of transportation-related noise is an effective approach to dealing with the detrimental effects attributable to excessive noise levels.

GOAL 6.0: Reduction in the impact of transportation-related noise.

Policy 6.1: Reduce noise impacts to sensitive land uses from transportation noise sources.

NON-TRANSPORTATION NOISE

Noise sources that are not directly related to transportation include construction noise, manufacturing noise, and property maintenance activities. Such noise sources may be controlled to minimize any exposure to excessive noise levels.

GOAL 7.0: Reduction in non-transportation noise impacts.

Policy 7.1: Minimize the impacts of noise-producing land uses and activities on noise-sensitive land uses.

RELATED GOALS AND POLICIES

The goals and policies described in the Safety and Noise Element are related to and support subjects included within other General Plan elements. In turn, many goals and policies from the other elements directly or indirectly support the goals and policies of the Safety and Noise Element. These supporting goals and policies are identified in Table SN-1.

TABLE SN-1
SAFETY AND NOISE
RELATED GOALS AND POLICIES BY ELEMENT

Safety and Noise Issue Area	Related Goals and Policies by Element					
	Land Use	Housing	Circulation	Recreation and Resources	Safety and Noise	Public Facilities/ Growth Management
Natural Hazards and Human Activity Hazards	3.1, 4,2, 6.1, 6.2	2.1	2.1	2.1, 2.4		3.1, 3.2, 4.1
Emergency Preparedness			1.1, 1.2, 1.3, 2.1	4.3		
Noise and Land Use Planning	3.1, 3.5, 4.1, 4.2, 5.6	1.3	2.1, 2.3			
Transportation Noise			1.1, 1.2, 1.3, 2.1, 2.3			7.1
Non-Transportation Noise	3.2					

SAFETY AND NOISE PLAN

As in most urban settings, natural conditions and human activities occur in Lake Forest which can impact the quality of life. The goals and policies in the previous section establish an aggressive agenda to safeguard community health from natural and human activity hazards and excessive noise. The Safety and Noise Plan defines the City approach for achieving the agenda and generally outlines action programs. The Safety and Noise Element Implementation Program, which is part of the General Plan Implementation Program, is an extension of the Safety and Noise Plan and contains specific programs that the City will enact to protect community well-being.

NATURAL HAZARDS AND HUMAN ACTIVITY HAZARDS

Risk reduction is essential for creating an attractive and healthful urban environment for residents and businesses. The Lake Forest Planning Area is characterized by diverse topographic features and development patterns. The western portion of the Planning Area is relatively flat and urbanized while the northeastern portion contains steep slopes and is primarily in a natural state. The diverse character of the Planning Area results in a mix of natural conditions and conditions created by humans that could pose hazards to public safety. In addition, the juxtaposition of Lake Forest with MCAS El Toro and Cleveland National Forest pose other hazards. There are many steps the City can take to minimize hazards and protect public health and private property.

This section of the Safety and Noise Plan identifies the City approach for reducing potential hazards from natural conditions and human activities. Natural hazards include geologic conditions, seismic activity and flooding. Human activity hazards include aircraft overflights, hazardous materials, fire and crime.

Geologic Hazards

The Planning Area is located in a region with active seismic faults and is therefore subject to risks and hazards associated with earthquakes. Seismic activity poses two types of hazards: primary and secondary. Primary hazards include ground shaking, ground displacement, and subsidence and uplift from earth movement. Primary hazards can induce secondary hazards, including ground failure (lurch cracking, lateral spreading and slope failure), liquefaction, water waves (tsunamis and seiches), movement on nearby faults (sympathetic fault movement), and dam failure. Large earthquakes of magnitude 7.0 and greater on the Richter scale are expected to occur along at least one of the active faults in the region within a time period equivalent to the historic record.

No known active fault exists within the Planning Area. Consequently, the potential for ground rupture is low and no Alquist-Priolo Special Study Zone has been established by the state. In addition, the potential for liquefaction from seismic activity is low. While seiches could occur in the created lakes, the Planning Area will not be subject to inundation from dam failure. Slope failure from ground shaking could occur on some of the

hillsides in the Planning Area. Ground settlement could occur on sites within a short distance of alluvial valleys or where a site is partially on bedrock formation, or partially on fill with inadequate internal compaction or consolidation of unsuitable soils. These geologic hazards, combined with groundshaking, can result in substantial structural damage and related loss of life and personal injury.

The City will enact programs to reduce geologic hazards to protect public safety. To minimize hazards from earthquakes and other geologic hazards, the most recent state seismic guidelines and guidelines for other geologic hazards will be implemented for structural design. The stability of residential structures, critical structures and vital emergency facilities will be given particular attention. During the review of development proposals involving slopes, grading, unstable soils and other hazardous conditions, surveys of soil and geologic conditions by a state-licensed engineering geologist will be required. Based on the results of the survey, design measures will be incorporated into projects to minimize geologic hazards. Open space easements will be considered to avoid geologic hazards.

Earthquake preparedness is one of the best methods to minimize human suffering and property damage and accelerate recovery. The City will promote earthquake preparedness in the community with periodic earthquake awareness programs. The programs will be coordinated with emergency service providers and school districts to maximize public participation and effectiveness.

Flood Hazards

Four surface water streams traverse the Planning Area: Aliso Creek, Serrano Creek and two smaller creeks. Floods along any watercourse are inevitable. The potential for flooding in semi-arid environments such as Orange County is increased due to the variation and unpredictability in the amount and intensity of rainfall. While floods are generally perceived as potential hazards, the degree of hazard associated with a flood is related to the type of land uses in the floodplain. For instance, periodic flooding can benefit agricultural land, and parks can withstand occasional inundation. Floods in residential areas are considered hazardous due to the potential for injury and property damage. Business and commercial activities can be impeded by floods due to facility damage and access problems.

Lake Forest participates in the National Flood Insurance Administration (NFIA) program, which is administered by the Federal Emergency Management Agency (FEMA). The NFIA program provides federal flood insurance subsidies and federally-financed loans for property owners in flood-prone areas. To qualify for federal flood insurance, the City must identify flood hazard areas and implement a system of protective controls. Flood-prone areas in the Planning Area have been mapped by FEMA. Figure SN-1 shows the inundation areas for 100-year and 500-year floods. A 100-year flood means that a flood of this size has a one percent chance of occurring in a given year, and a 500-year flood means that a flood of this size has a 0.2 percent chance of occurring in a given year.

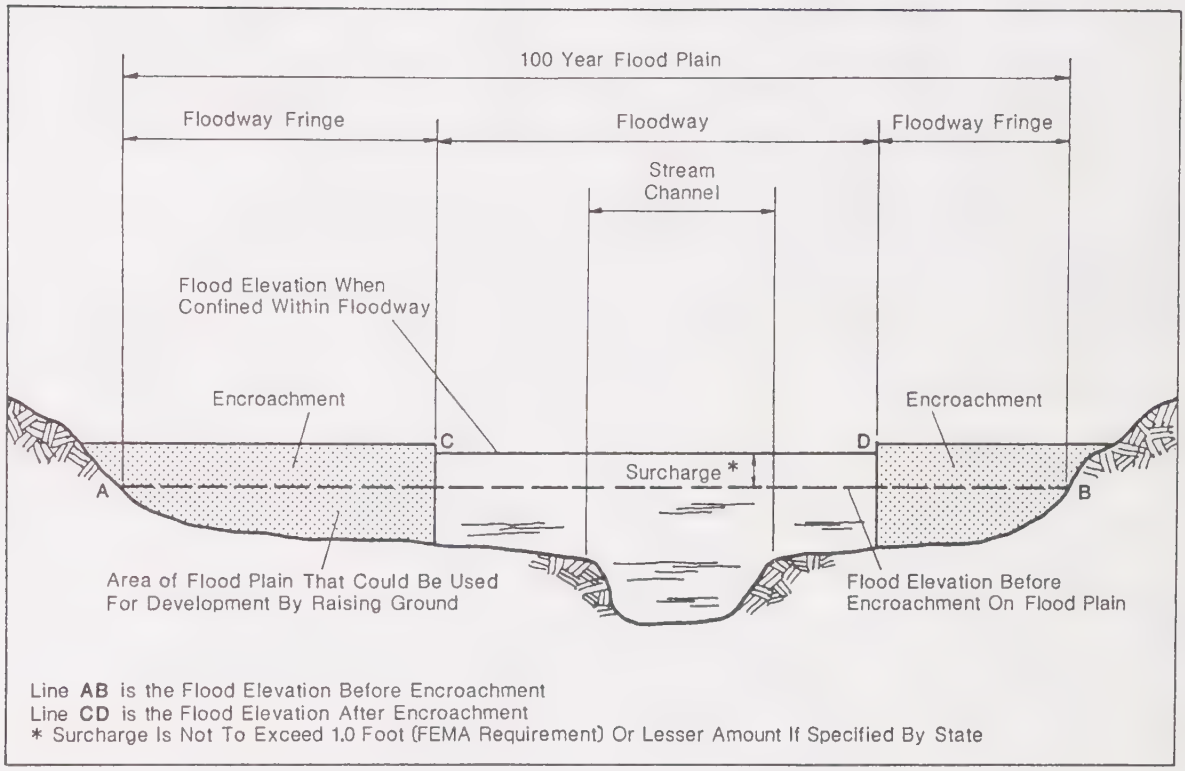
The City will continue to control development in the floodway and floodway fringe. Figure SN-2 shows the schematic diagram of the floodplain including the floodway and floodway fringe. Development will be prohibited in the floodway unless encroachment will not obstruct flows and increase flood levels.

Lake Forest

General Plan

SOURCE: Federal Emergency Management Agency, Flood Insurance Rate Map, 1989

Figure SN-1
Flood Zones



Lake Forest

General Plan

SOURCE: Federal Emergency Management Agency, 1986

Figure SN-2

Floodplain Schematic

In the floodway fringe, development encroachment will be permitted if the lowest floor of the structure is one foot above the highest estimated flood elevation.

A flood control system has been constructed to direct runoff away from developed areas and prevent flooding. Flood control deficiencies have been identified and improvements have been proposed. The Orange County Flood Control District (OCFCD) is the agency responsible for the regional drainage facilities while the City controls local facilities. The City will coordinate with OCFCD to ensure regularly scheduled maintenance of flood control channels and completion of necessary repairs. The City will also work with the district to identify needed improvements for new development projects.

Aircraft Overflight

MCAS El Toro, which is located northwest of Lake Forest, supports intense military aircraft activity. The flight pattern includes air space above the central portion of the Planning Area. While the probability of an aircraft accident within the boundaries of Lake Forest is remote, the City will implement programs to further reduce the risk. The MCAS El Toro Accident Potential Zone is described in Figure SN-3.

Proposed projects will be reviewed for consistency with the Airport Environs Land Use Plan (AELUP). The purpose of the AELUP is to safeguard the general welfare of the inhabitants within the vicinity of MCAS El Toro, and ensure the continued operation of airport operations. Projects within the Planning Area for MCAS El Toro established in the AELUP will be referred to the Orange County Airport Land Use Commission for review. Projects within 20,000 feet from the nearest point of the nearest runway will be submitted to Commission for review. In addition, emergency preparedness and land use planning will be coordinated with MCAS El Toro officials. MCAS El Toro has been identified for closure and the marines will eventually vacate the base. Because military air operations at the base will cease, the public safety threats from aircraft overflights may diminish. A base re-use plan will be prepared to determine new land uses which may impact Lake Forest in other ways. The City will be involved in the re-use planning process.

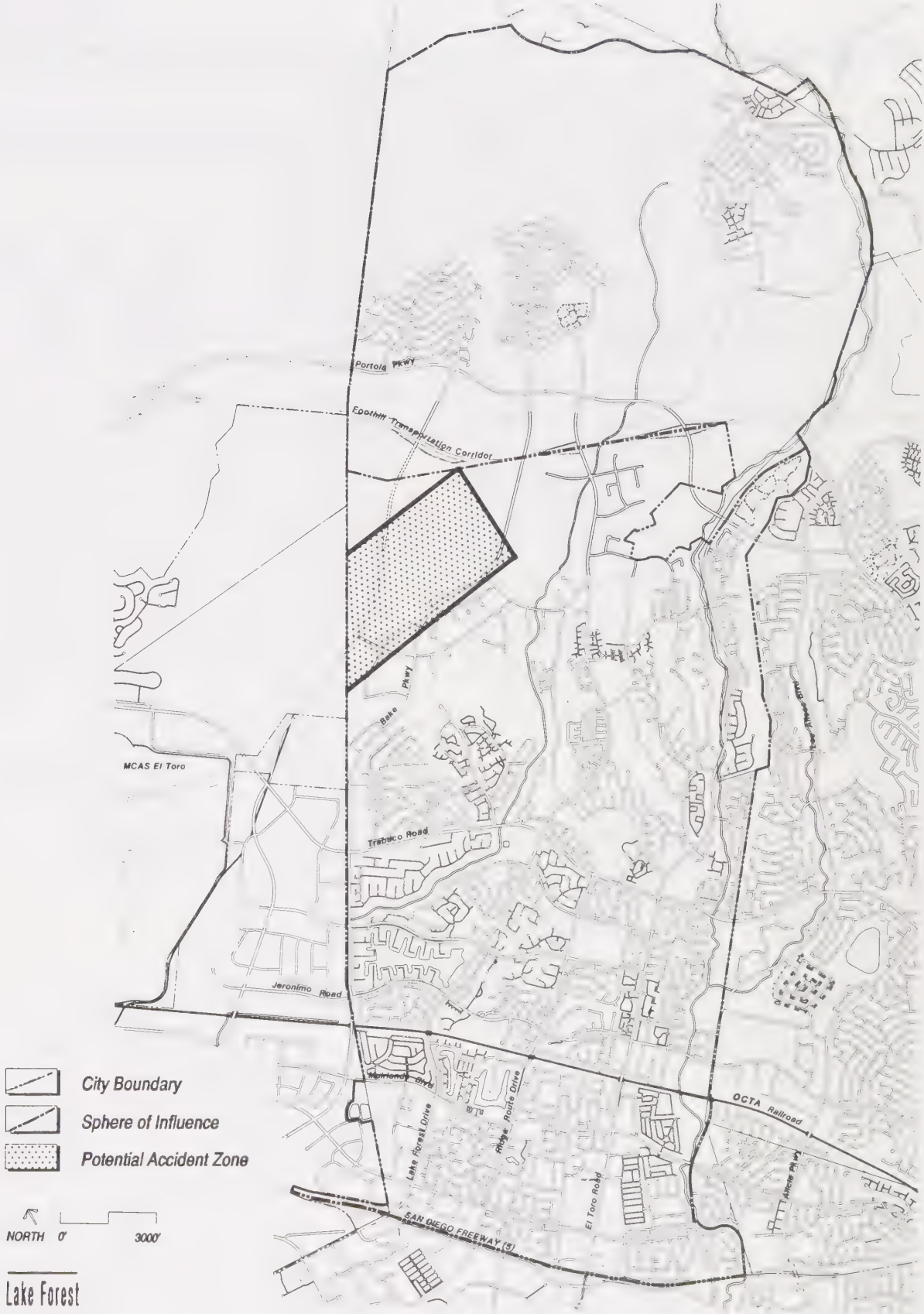
Hazardous Materials

Hazardous materials are used in Lake Forest for a variety of purposes including manufacturing, service industries, small businesses, agriculture, medical clinics, schools and households. Many chemicals used in household cleaning, construction, dry cleaning, film processing, landscaping, and automotive maintenance and repair are considered hazardous. The production of common items such as television sets, newspapers, plastic cups and computers generate some hazardous waste. Accidents can occur in the production, transport, use and disposal of hazardous materials and threaten human and environmental health.

The City will work to minimize the accident and health risk from hazardous materials with the following approaches:

- Cooperate with federal, state and local agencies to effectively regulate the management of hazardous materials and hazardous waste;

- Cooperate with the County of Orange to implement applicable portions of the County Hazardous Waste Management Plan;



Lake Forest

General Plan Program

SOURCE: Cotton/Beland/Associates, Inc.

Figure SN-3
MCAS El Toro
Accident Potential Zone

- Establish defined roadway transportation routes for the conveyance of hazardous materials (the City does not exercise jurisdiction over transportation of freight along railroad right-of-way); and

- Develop an emergency response plan for accidents involving hazardous materials.

In addition, a Household Hazardous Waste Program will be prepared. The purpose of the program is to protect residents from the use, transport and disposal of hazardous materials used in the home. The program will include public education about health and environmental hazards of household hazardous materials, and a program to periodically collect household hazardous wastes.

Fire

The Planning Area is subject to both wild and urban fires. The sphere of influence, which is primarily undeveloped, is contiguous with the Cleveland National Forest. The regional natural vegetation is highly prone to wild fire. A fire in the national forest could spread to the outer limits of Lake Forest by way of the natural areas in the sphere of influence. Figure SN-4 illustrates the high fire hazard area. The urbanized portion of the Planning Area is also subject to structural fires.

The City will reduce the potential for dangerous fires by coordinating with the Orange County Fire Department (OCFD) to implement fire hazard education, fire protection and fuel modification programs. The current Uniform Fire Code will be used to reduce structural fire hazards. In addition, the City will work closely with the local water districts and the OCFD to ensure that water pressure is adequate for fire fighting purposes.

Ground Transportation

Lake Forest is traversed by a variety of transportation systems including Interstate 5, Foothill Transportation Corridor, major arterials and roadways and Orange County Transportation Authority (OCTA) rail line. The OCTA transit system provides bus service. The preponderance of ground transportation systems is an asset to local economic development but poses several potential hazards including automobile accidents, rail accidents and pedestrian accidents. Accidents can be avoided by properly maintaining the transportation infrastructure and correcting deficiencies. The City will work with the Orange County Sheriff's Department and California Highway Patrol to monitor the ground transportation system for hazardous situations. When safety problems are identified, the City will request the appropriate agency, (i.e., Caltrans, OCTA, SCRRA or City Public Works Department), to take corrective measures.

Crime Control

Criminal activity in Lake Forest is lower than in some other parts of Orange County, but has increased during recent years as more people have moved into the City. Burglary and petty theft are the most frequent crimes. The frequency of violent crimes, such as homicide, rape and robbery, is relatively low. Protecting citizens and businesses from criminal activity is a priority in Lake Forest. Crime prevention techniques include substantive levels of police protection, educating the public about methods to reduce criminal activity, and continuing the graffiti removal program.

Lake Forest

General Plan

SOURCE: Cotton/Beland/Associates

Figure SN-4
Areas of Fire Hazard

Police protection is provided by the Orange County Sheriff's Department. The City will ensure that contracted staffing levels correspond to the City population and needs, and will monitor mutual aid agreements between the Orange County Sheriff's Department and the police departments of surrounding jurisdictions. Crime prevention programs will be implemented through Neighborhood Watch for both residential and business communities in conjunction with the Sheriff's Department. When property owners present development proposals, the City will encourage the use of defensible space and lighting concepts to deter on-site crime. Crime control techniques can also be built into new development projects.

The City graffiti removal and avoidance program has been very effective. The City will continue to administer the program to maintain aesthetic quality and deter gang activity.

New Development

Public safety hazards can be most effectively reduced during the development process. Much of the vacant land in the Planning Area is governed by a Planned Community and related Development Agreement. Prior environmental documentation for the Planned Communities may require mitigation measures for potential hazards. To ensure that the mitigation measures are properly implemented, development proposals and amendments within Planned Communities will be reviewed for consistency with the prior environmental documentation.

Development proposals for sites outside of Planned Communities will be reviewed for potential hazards pursuant to the California Environmental Quality Act. The following conditions will be assessed and mitigation measures will be required to ensure public safety:

- Steep slopes, unstable geologic materials and faulting;
- Flooding;
- Brush and structural fires, water pressure for fire fighting purposes;
- Aircraft overflights;
- Hazardous materials use, transport, storage and disposal; and
- Ground transportation hazards (rail and roadway system).

EMERGENCY PREPAREDNESS

While the City will aggressively implement programs to protect public safety, a modest potential for a catastrophic event will still exist. The best strategy to minimize human suffering and property damage is to establish and maintain an Emergency Preparedness Plan. The purpose of the Emergency Preparedness Plan is to respond to emergency situations with a coordinated system of emergency service providers and facilities. Local Emergency Preparedness Plans serve as extensions of the California Emergency Plan and Emergency Resource Management Plan.

The City of Lake Forest will prepare and maintain an Emergency Preparedness Plan. The Plan will identify resources available for emergency response and establish coordinated actions plans for specific emergency situations and disasters including earthquake, fire, major rail and roadway accident, flooding, hazardous materials incident, civil disturbance, nuclear attack and accident at San Onofre Nuclear Generating Station.

To support the Emergency Preparedness Plan, the City will support a high level of multi-jurisdictional cooperation and communication for emergency planning and response management. Private individuals and organizations will be solicited to enhance local communication and response with cellular telephones, ham radios, AM/FM radio and cable television. Effective emergency response also requires vital facilities such as hospitals, fire stations and communication centers to be functional during disasters. The City will work with emergency providers to ensure that vital facilities are designed and operated to remain functional.

Educating residents and businesses about potential disasters and the Emergency Preparedness Plan can increase the effectiveness of emergency response efforts. An educated public will know how to prevent injury and property damage during and after emergency episodes and know how to find help. The City will work to educate residents and businesses about appropriate actions to safeguard life and property during and immediately after emergencies. Education about emergency preparedness can occur through the distribution of brochures, presentations to civic groups and homeowner associations, and instruction in local schools.

NOISE AND LAND USE PLANNING

Noise in the Planning Area is the cumulative effect of noise from transportation activities and stationary sources. Transportation noise refers to noise from automobile use, trucking, airport operations and rail operations. Non-transportation noise typically refers to noise from stationary sources such as commercial establishments, machinery, air conditioning systems, compressors and landscape maintenance equipment. Regardless of the type of noise, the noise levels are highest near the source and decrease with distance. Noise is problematic when noise sensitive land uses are affected. Noise sensitive land uses, defined as activities that are interrupted by noise, include residences, schools, hospitals, religious meetings and recreation areas. Most noise impacts can be avoided when noise sources, sensitive land uses and information about the future noise environment are considered in land use planning and development decisions.

The noise environment for the Planning Area can be described with noise contours based on the major noise sources. Noise contours define areas of equal noise exposure. Future noise contours have been estimated with information about existing and projected development and transportation activity. Figure SN-5 shows the projected noise contours for the Lake Forest Planning Area while Figure SN-6 isolates noise contours from aircraft activity at MCAS El Toro. The assumptions and methods used to develop the contours are explained in detail in the City Master Environmental Assessment.

Noise Standards and Land Use Compatibility Guidelines

To ensure that noise producers do not adversely affect sensitive receptors, the City will use land use compatibility standards when making planning and development decisions. Table SN-2 summarizes City noise standards for various types of land uses. The standards represent the maximum allowable noise level and will be used to determine noise impacts. The noise standards act as City policy for acceptable noise levels for development.

The noise standards are the basis for the development of land use compatibility guidelines, which are presented in a matrix in Table SN-3. The primary purpose of the noise/land use potential

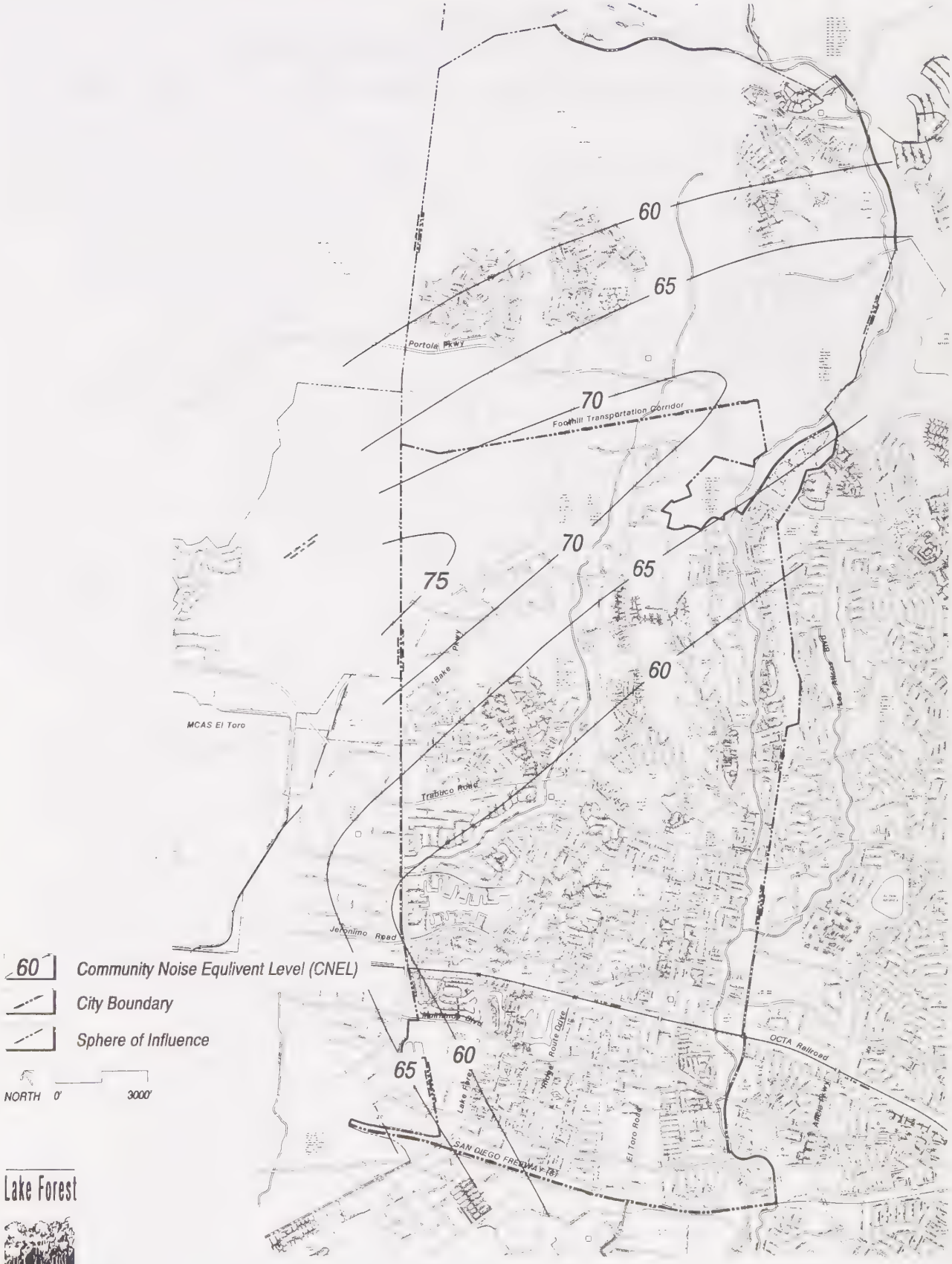
Lake Forest

General Plan

SOURCE: J.J. Van Houten and Associates, October 1993.

Figure SN-5

Future Noise Contours



Lake Forest

General Plan

SOURCE: J.J. Van Houten & Associates, October 1993

Figure SN-6

Noise Contours for MCAS El Toro

TABLE SN-2
INTERIOR AND EXTERIOR NOISE STANDARDS

Land Use	Noise Standards(1)	
	Interior(2,3)	Exterior
Residential - Single family, multifamily, duplex, mobile home	CNEL 45 dB	CNEL 65 dB(4)
Residential - Transient lodging, hotels, motels, nursing homes, hospitals	CNEL 45 dB	CNEL 65 dB(4)
Private offices, church sanctuaries, libraries, board rooms, conference rooms, theaters, auditoriums, concert halls, meeting halls, etc.	Leq(12) 45 dB(A)(6)2	-
Schools	Leq(12) 45 dB(A)	Leq(12) 67 dB(A)(5)
General offices, reception, clerical, etc.	Leq(12) 50 dB(A)	-
Bank lobby, retail store, restaurant, typing pool, etc.	Leq(12) 55 dB(A)	-
Manufacturing, kitchen, warehousing, etc.	Leq(12) 65 dB(A)	-
Parks, playgrounds	-	CNEL 65 dB(5)
Golf courses, outdoor spectator sports, amusement parks	-	CNEL 70 dB(5)

NOTES

(1) CNEL: Community Noise Equivalent Level.
Leq(12): The A-weighted equivalent sound level averaged over a 12-hour period (usually the hours of operation).
(2) Noise standard with windows closed. Mechanical ventilation shall be provided per UBC requirements to provide a habitable environment.
(3) Indoor environment excluding bathrooms, toilets, closets and corridors.
(4) Outdoor environment limited to rear yard of single family homes, multifamily patios and balconies (with a depth of 6' or more) and common recreation areas.
(5) Outdoor environment limited to playground areas, picnic areas, and other areas of frequent human use.
(6) Religious insitutions (Churches, temples, and other places of worship) of a small size (occupancy) of 100 persons or less) may occupy existing buildings within areas of exterior noise levels ranging from 65 to 75 dB CNEL without providing additional noise insulation for the building.

Source: J.J. Van Houten & Associates.

1 General Plan Amendment 94-01 - dated July 11, 1995.

TABLE SN-3
NOISE/LAND USE COMPATIBILITY MATRIX

LAND USE CATEGORIES	COMMUNITY NOISE EQUIVALENT LEVEL CNEL						
	55	60	65	70	75	80	
Residential - Single Family, Multi-family, duplex	A	A	B	C[1]	C		
Residential - Mobile homes	A	A	B	C	C		
Transient Lodging - Motels, Hotels	A	A	B	B	C	C	
Schools, Libraries, Churches, Hospitals, Nursing/Convalescent Homes, Preschools, Day Care Centers(1)[2]	A	A	B	C	C		
Auditoriums, Concert Halls, Amphitheaters, Meeting Halls	B	B	C	C			
Sports Arenas, Outdoor Spectator Sport, Amusement Parks	A	A	A	B	B		
Playgrounds, Neighborhood Parks	A	A	A	B	C		
Golf Courses, Riding Stables, Cemeteries	A	A	A	A	B	C	C
Office and Professional Buildings	A	A	A	B	B	C	
Commercial Retail, Banks, Restaurants, Theaters	A	A	A	A	B	B	C
Industrial, Manufacturing, Utilities, Wholesale, Service Stations	A	A	A	A	B	B	B
Agriculture	A	A	A	A	A	A	A

Zone A - Normally Acceptable - Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction without any special noise insulation requirements.[1]

Zone B - Conditionally Acceptable - New construction or development should be undertaken only after detailed analysis of the noise reduction requirement is made and needed noise insulation features in the design are determined. Conventional construction, with closed windows and fresh air supply systems or air conditioning, will normally suffice.

Zone C - Normally Unacceptable - New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of noise reduction requirements must be made and needed noise insulation features included in the design.[1]

Notes: (1) Religious institutions (Churches, synagogues, temples and other places of worship) of a small size (occupancy of 100 persons or less) may occupy existing buildings within areas of exterior noise levels ranging from 65 to 75 dB CNEL without providing additional noise insulation for the building.
(2) Shaded areas indicate new construction or development should generally not be undertaken.
Source: J.J. Van Houten & Associates

1 General Plan Amendment 95-01 - dated May 16, 1995.

2 General Plan Amendment 94-01 - dated July 11, 1995.

conflicts between proposed land uses and the existing and future noise environment. If the noise level of a project falls within Zone A or Zone B, the project is considered compatible with the noise environment. Zone A implies that no mitigation will be needed. Zone B implies that minor soundproofing of the structure may be needed to meet the City noise standards. The project proponent will be required to demonstrate that the noise standards will be met prior to project approval.

If the noise level of a project falls within Zone C, substantial noise mitigation will be necessary to meet the noise standards. Mitigation may involve construction of noise barriers and substantial building sound insulation. However, projects in Zone C can be successfully mitigated. The project proponent must demonstrate that the noise standards will be met prior to issuance of a building permit. If the noise levels falls outside of Zones A, B and C, the project is considered clearly incompatible with the noise environment and should not be approved.

The City Community Development Department will act as the noise control coordinator. This delegation of responsibility will allow consistent and continued enforcement of the established noise standards.

Noise Impact Areas

The noise contours will be used as a guide for land use and development decisions. The 60 dB CNEL defines Noise Impact Areas. When noise-sensitive land uses are proposed within the 60 dB CNEL or greater contour, an acoustical analysis must be prepared. For the project to be approved, the analysis must demonstrate that the project is designed to attenuate noise to meet the City noise standards, as defined in Table SN-2. If the project is not designed to meet the noise standards, mitigation measures can be recommended in the analysis. If the analysis demonstrates that the noise standards can be met with implementation of the mitigation measures, the project can be approved with the mitigation measures required as conditions of project approval.

Construction Standards

The provisions of the state Noise Insulation Standards (Title 24) will be enforced in Lake Forest. Title 24 specifies that combined indoor noise for multi-family living spaces shall not exceed 45 dB CNEL. This standard must be implemented when the outdoor noise level exceeds 60 dB CNEL. The noise contour map (Figure SN-4) can be used to determine when to implement the standard. Title 24 requires that the standard be applied to all new hotels, motels, apartment houses and multi-family projects. The City will also apply the standard to new single-family development and condominium conversion projects as a matter of policy.

Development Constraints from Aircraft Noise

As illustrated in Figure SN-6, large portions of the Planning Area, particularly in the sphere of influence, are subject to excessive noise above 65 dB from aircraft operations at MCAS El Toro. The Airport Environs Land Use Plan (AELUP) provides development standards to minimize impacts from aircraft noise. To conform with the AELUP and the City noise standards in Table SN-2, the City has designated land within the 65 dB contour for non-residential uses such as light industrial, commercial and business uses. Figure LU-1, Land Use Policy Map, in the Land Use Element graphically depicts the planned non-residential uses in

areas impacted by aircraft noise. Implementation of the land use designations prevent new noise sensitive residential uses from being constructed in areas with excessive aircraft noise.

TRANSPORTATION NOISE

Noise from transportation activity is the primary component of the noise environment in Lake Forest. Transportation noise is related to the transportation corridors that traverse the Planning Area, (such as Interstate 5, Foothill Transportation Corridor, major arterials and collector roadways, Orange County Transportation Authority (OCTA) railroad, and the flight path of MCAS aircraft. The most efficient and effective means of controlling noise from transportation systems is to reduce the noise at the source.

The City has little direct control over noise produced by transportation sources because state and federal noise regulations preempt local regulations. The state regulates motor vehicle noise and the federal government regulates aircraft noise. Because the City cannot control noise at the source, City noise programs focus on reducing the impact of transportation noise on the community. Cost effective strategies to control noise impacts are an essential component of this element.

The most effective method for mitigating transportation noise impacts on the community is by utilizing the site design review process and CEQA. During these stages of the development process, potential impacts from transportation noise will be identified and mitigation measures will be required as needed to meet City noise standards. Site planning, landscaping, topography and the design and construction of noise barriers (walls, berms or combination of walls/berms) are the most common method of alleviating traffic and train noise impacts. Setbacks and buffers can also be used to achieve small noise reductions.

Noise attenuating barriers are commonly incorporated into projects and can be extremely effective in reducing noise levels. The effectiveness of the barrier depends on the relative height and materials of the barrier, the noise source, the affected area, the horizontal distance between the source and the barrier, and the horizontal distance between the barrier and affected area. Although noise barriers can be extremely affective, the aesthetic effect of barriers on neighborhoods should be considered.

Noise barriers should be included in the design of roadway, freeway and rail improvements. The City will support efforts by Caltrans, Orange County Transportation Authority, SCRRA and other transportation providers to provide acoustical protection for noise-sensitive development. In addition, the City will request that barriers are constructed as part of freeway, roadway and rail improvement projects to mitigate significant noise impacts. In particular, Interstate 5 and the Foothill Transportation Corridor are prime candidates for barriers to protect the community from excessive transportation noise. Although the City does not have jurisdiction over railroad operation, maintenance, and construction activities occurring within the OCTA right-of-way, SCRRA will also be requested to construct noise barriers adjacent to existing unprotected residential areas adjacent to the railroad.

Noise Control at the Source

The California Vehicle Code contains noise regulations pertaining to the operation of all vehicles on public roads. These noise standards for cars, trucks and motorcycles will be enforced through coordination with the California Highway Patrol and Orange County Sheriff's Department. The City will also regulate traffic flow and coordinate with the Orange County Sheriff's Department to enforce speed limits to reduce traffic noise. Truck and bus noise will be minimized by periodically evaluating and continually enforcing established routes to avoid noise impacts on sensitive receptors. To reduce the production of rail noise, the City will encourage SCRRA to continue to use welded track in good repair within the Planning Area.

Aircraft operations at MCAS El Toro produce significant noise that affects Lake Forest residents and constrains land use development. The City and residents will participate in the planning process for MCAS El Toro. MCAS El Toro will be closed as part of the federal Base Relocation and Closure (BRAC) program and a reuse plan will be prepared to determine a development plan for the base.

NON-TRANSPORTATION NOISE

Sensitive receptors must also be protected from excessive noise generated by non-transportation sources such as commercial and industrial centers, restaurants and bars, religious institutions and civic centers. Application of the City Noise Ordinance is the best means to control noise from existing noise sources. Noise generated by new development will be effectively controlled through the site design review process and CEQA, and compliance with the City Noise Ordinance. During these preliminary stages in the development process, potential noise impacts will be identified and mitigation measures can be imposed.

When reviewing proposed non-residential projects, noise generation and potential impacts to surrounding development will be considered. Acoustical analyses will be required for projects that will generate noise potentially affecting sensitive receptors. Where significant impacts are identified, mitigation measures will be required. The following mitigation measures could be applied when reviewing proposed projects:

- **Furnaces** - Acoustically treat natural draft and/or forced draft units and combustion air intake plena. Insulation of firing walls and damped and lined ducting are but a few of the treatments that could be considered.

- **Fans** - Air cooled heat exchangers can be provided with silencers where effective (i.e., primarily on small, high-speed air fans). For larger coolers, quieter equipment can be installed.

- **Motors** - Quiet-design motors can be employed and located to minimize impacts on nearby properties.

- **Centrifugal Compressors** - Centrifugal compressors can be equipped with inlet and discharge silencers. Acoustical enclosures may also be considered.

- **Centrifugal Pumps** - Centrifugal pumps may be equipped with suction and discharge piping that has been acoustically treated. Acoustical enclosures may be considered.

- **Steam and Gas Generators** - Acoustical enclosures for turbines may be effective in reducing noise. Inlet and discharge piping may be acoustically treated and

expansion joints added or comparable attenuative modifications made to minimize structure-borne vibrations.

- **Control Valves** - Quiet valves should be used whenever available. In other circumstances, in-line silencers can be employed.

- **Atmospheric Vents, Exhaust and Intakes** - Noise vents should be equipped with silencers. Where safety is not an overriding concern, vents should be positioned close to the ground or below grade.

- **Paging Systems** - Loudspeaker paging systems shall be regulated pursuant to the City's noise ordinance. Whenever possible suitable alternatives such as radio or visual paging systems should be utilized.

- **Delivery/Loading Areas** - Limit delivery hours for stores with loading areas or docks fronting, bordering, or gaining access in driveways next to noise sensitive uses.

- **Operating Hours** - Restrict operation hours at night to minimize impacts to adjacent residential uses.

In addition, all City departments must comply with state and federal OSHA noise standards. Any new equipment or vehicle purchased by the City will comply with local, state and federal noise standards.

Noise Ordinance

The City Noise Ordinance is designed to protect people from non-transportation noise sources such as music, construction activity, machinery and pumps, and air conditioners. Enforcement of the ordinance ensures that adjacent properties are not exposed to excessive noise from stationary sources. Enforcing the Noise Ordinance includes requiring proposed development projects to show compliance with the ordinance, and requiring construction activity to comply with established work schedule limits. The Noise Ordinance does not apply to railroad operation, maintenance and construction activities occurring with the OCTA right-of-way or the permitted hours for such activities. The ordinance will be reviewed periodically for adequacy and amended as needed to address community needs and development patterns.

City of

Lake Forest

GENERAL PLAN

Public Facilities/Growth Management Element

Lake Forest

General Plan

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INTRODUCTION

Lake Forest is part of the large and fast-growing southern California region. Public facilities for urban growth must be viewed within this regional context. The majority of the incorporated portion of the Lake Forest Planning Area is developed and adequately served by utility infrastructure and public facilities, (such as water and sewer service, roadway system and schools). Most of the vacant land in the Planning Area is subject to development standards established under approved Planned Communities. Infrastructure and public facility improvements are planned to serve new development in the sphere of influence. Proper management and phasing of growth in concert with augmenting the capacity of infrastructure and public facilities will ensure adequate service for Lake Forest residents and businesses. Continued coordination between local and regional jurisdictions will allow the City to participate in efforts to balance growth in southern California with regional infrastructure systems, and to reduce adverse effects from regional growth on Lake Forest.

PURPOSE OF THE PUBLIC FACILITIES/GROWTH MANAGEMENT ELEMENT

The primary purpose of the Public Facilities/Growth Management Element is to ensure that growth and development correspond to the provision of adequate public facilities. The Public Facilities/Growth Management Element expresses the City's intention to ensure acceptable service levels for public facilities as development occurs. New residential and business centers will require connections to basic utilities such as water, sewer, electricity, natural gas and communication services. Schools and fire and police protection will also be needed by new development. The capacity of the infrastructure and facilities for such services may require expansion to accommodate the new demand. New community growth will also affect the regional transportation system. In making land use decisions, the City will consider the availability of public facilities and ensure that service is not diminished by increased population levels.

SCOPE AND CONTENT OF THE ELEMENT

The basis for this element is Measure M which requires Orange County cities to adopt a growth management element to receive funds for transportation improvements. The element also fulfills the requirements for a Congestion Management Plan (CMP) pursuant to Assembly Bill 471 and implements the goals of the Orange County Growth Management Plan Element, Southern California Association of Governments (SCAG) Growth Management Plan and the South Coast Air Quality Plan. All of these regional plans are summarized in the next section entitled "Related Plans and Programs."

The Public Facilities and Growth Management Element is comprised of three sections: 1) Introduction; 2) Issues, Goals and Policies; and 3) the Public Facilities/Growth Management Plan. In the Issues, Goals and Policies section, major issues related to the provision of public facilities for planned growth are

identified, and related goals and policies are established.

The goals are overall statements of the City's desires and are comprised of broad statements of purpose and direction. The policies serve as guides for planning infrastructure and facility improvements to accommodate anticipated population growth, maintaining acceptable service levels while development occurs, balancing housing with non-residential uses that generate jobs, and coordinating with local and regional jurisdictions to phase growth with capacity enhancement of regional facilities. The Plan explains how the goals and policies will be achieved and implemented. Specific implementation programs for this element are contained in the General Plan Implementation Program.

RELATED PLANS AND PROGRAMS

Revised Traffic Improvement and Growth Management Ordinance (Measure M)

Orange County voters approved Measure M in 1990 to allocate additional funds to provide needed transportation facilities in Orange County. Measure M specifically authorizes a half-cent retail sales tax increase for a period of 20 years effective April 1, 1991. The monies received from Measure M are returned to local jurisdictions for use on local and regional transportation improvements and maintenance projects. The tax is estimated to raise approximately $3.1 billion countywide over the next 20 years. The estimated average annual allocation per County Growth Management Areas is approximately $454,500. To quality for this revenue, however, Measure M requires each city to comply with the Orange County Division, League of California Cities, Countywide Traffic Improvement and Growth Management

Program. The Countywide Growth Management Program is designed to achieve a cooperative process among local Orange County jurisdictions to coordinate and implement traffic improvements and stronger planning on a countywide basis.

To receive its allocation of Measure M funds, each city must submit a statement of compliance with the growth management components which are summarized as follows:

1. Adoption of a Growth Management Element that includes:

    - Traffic Level of Service (LOS) standards;

    - Development mitigation program; and

    - Development phasing and annual monitoring program.

2. Participation in interjurisdictional planning forums.

3. Development of a seven-year Capital Improvement Program.

4. Address housing options and job opportunities.

5. Adoption of a Transportation Demand Management Ordinance.

Measure M establishes different Growth Management Element requirements for both developed and developing communities. The Lake Forest Planning Area is considered a developed community. The incorporated City is primarily urbanized and public facility and utility infrastructure are established. While vacant land exists in the northeastern portion of the City and in the sphere of influence, most of the land is subject to development standards established by approved Planned Communities. The development agreements for the Planned Communities address public facility requirements. Service providers have incorporated development of the Planned Communities in long-range facility plans and facilities either exist or are planned to accommodate the development. As a developed community, the Lake Forest Growth Management Element must only address the transportation-related requirements. The City, however, has expanded the scope of the element to address other public facilities to better monitor development within the community.

Congestion Management Plan

Assembly Bill 471 (AB 471), as subsequently modified by Assembly Bill 1791, requires every urbanized city and county with a population of 50,000 or more, to adopt a Congestion Management Plan (CMP) to reduce traffic congestion. A city or county that does not comply with the CMP requirement will lose gasoline sales tax revenue to which it would otherwise be entitled. The CMP requirements include traffic level of service (LOS) standards, a trip reduction program, and a seven-year capital improvements program for traffic and transit. Many of the AB 471 require-ments are the same or similar to the requirements of Measure M (discussed below). The County has attempted to reconcile overlapping requirements through the Measure M implementation guidelines. The County of Orange has adopted a CMP for both incorporated and unincorporated areas and a CMP highway system is identified. Two Lake Forest arterials are included in the CMP highway network and policies in the Circulation and Public Facilities/ Growth Management Elements implement the CMP requirements.

Southern California Association of Governments (SCAG) Growth Management Plan

The SCAG Growth Management Plan recommends ways to redirect the regional growth to minimize traffic congestion and better protect environmental quality. The goals of the Growth Management Plan include balancing jobs and housing. The policies of the Lake Forest Public Facilities/Growth Management Element reflect many of the SCAG recommendations.

Foothill Circulation Phasing Plan (FCPP)

The Foothill Circulation Phasing Plan was adopted by the County of Orange in 1987 to ensure that new development in the Foothill Area is balanced with improvements to the regional road network. A quantitative link between the phasing of future residential development and road improvements is provided. The FCPP consists of a financing plan for a phased construction program which is tied to an approved schedule of residential development. Lake Forest is located in the Foothill Area and is subject to the FCPP.

Orange County Growth Management Plan Element

The purpose of the Orange County Growth Management Plan Element is to ensure that the planning, management and implementation of traffic improvements and public facilities are adequate to meet the current and projected needs of Orange County. The County of Orange is divided into eleven Growth Management Areas (GMAs) and the City of Lake Forest is located in GMA Number 1, (the Foothill GMA), along with portions of the Cities of Mission Viejo and San Juan Capistrano and unincorporated county areas. The Plan establishes the following five major policies:

1. **Development Phasing:** Development will be phased according to Comprehensive Phasing Plans (CPPs) adapted by the County. Phasing will be lined to roadway and public facility capacities.

2. **Balanced Community Development:** Development will be balanced to encourage employment of local residents and both employment and employee housing, in the County as well as in individual GMAs.

3. **Traffic Level of Service:** Future development creates the need for improvements to major intersections significantly impacted by growth, and a developer fee program is included to pay for improving affected intersection on a pro-rata basis.

4. **Traffic Improvement Programs:** The Plan requires that all new development provides necessary transportation facilities and intersection improvements as a condition of development approval.

5. **Public Facility Plans:** The Plan requires comprehensive public facility plans for fire, sheriff's department/ police, and library services. New development participates on a pro-rata basis.

To implement the above policies, the Growth Management Plan Element sets forth four implementation programs:

1. **Growth Management Areas (GMAs):** The Plan calls for the establishment of Growth Management Areas to implement the Comprehensive Phasing Plans.

2. **Facility Implementation Plans (FIPs):** These plans address the financing of transportation, police/sheriff's department, fire, library facilities and flood control for each GMA in accordance with the goals, objectives and policies of the Growth Management Plan Element.

3. **Countywide Implementation of Growth Management Plan:** This involves an annual evaluation of compliance with development phasing, planned roadway and/or public facility development, and maintenance of service levels.

4. **Traffic Improvement/Public Facility Development Agreements:** This program requires that any public service or traffic improvements implemented through Development Agreements must be consistent with the overall Orange County Growth Management Plan Element.

The Orange County Growth Management Plan Element further provides that additional implementation programs may be developed as deemed necessary by the County.

Planned Communities

Lake Forest has been primarily developed as a series of Planned Communities prior to incorporation. The Planned Communities comprising the incorporated City include Lake Forest, El Toro, Baker Ranch, Pacific Commercentre, Rancho do los Alisos, Rancho Serrano and Serrano Highlands. The sphere of influence includes two additional Planned Communities: Foothill Ranch and Portola Hills. The county of Orange entered into development agreements with many of the property owners of the Planned Communities. The provision of public facilities is typically required in the development agreements. Most of the future development in Lake Forest will be under one of these Planned Communities, and public facilities to serve the needs of anticipated residents and businesses will be constructed pursuant to the established development agreements.

Water and Sewer Facility Plans

Four districts provide water and sewer service to the Lake Forest Planning Area. Los Alisos Water District (LAWD) and El Toro Water District (ETWD) serve the incorporated City and Trabuco Canyon Water District (TCWD) and Irvine Ranch Water District (IRWD) serve the sphere of influence. All of the districts have long-range Master Plans identifying existing and planned facilities to accommodate anticipated development. The LAWD Master Plan of Water and Reclamation Facilities was recently updated in 1993 and is based on buildout on planned development within the Planned Communities and county land use designations. The ETWD Master Plan was last updated in 1990 and is based on anticipated population growth. Because the Lake Forest portion of the ETWD service area is primarily built out, few capacity enhancement improvements are identified.

IRWD provides water and sewer service to Foothill Ranch and the majority of Portola Hills in the Lake Forest sphere of influence. IRWD has updated the Master Plan for water and sewer service in 1991 and 1992 based on land use information provided by the county and City of Irvine. Infrastructure requirements for both Foothill Ranch and Portola Hills are identified in sub-area Master Plans. TCWD provides water and sewer service for a developed portion of Portola Hills.

Saddleback Valley Unified School District (SVUSD) Facilities Master Plan

The entire Planning Area lies within the Saddleback Valley Unified School District. The SVUSD school facilities Master Plan is based on the development levels established for the Planned Communities. Existing or planned elementary, intermediate and high schools are available to accommodate planned growth.

Police Services, Fire Protection, Library and Flood Control Plans

Fire protection, police services, library and flood control facilities are addressed in the Facilities Implementation Plan for Growth Management Area Number 1 (Orange County Growth Management Plan Element). All of these services are presently provided by the County of Orange within the City and sphere of influence. Funding for future fire and library facilities will come from the Development Fee Program for Fire Stations and Branch Libraries and Development Agreements. Funding for future law enforcement facilities will be collected from agreement participants. The Flood Control Component of the County Public Services and Facilities Element provides a conceptual drainage Master Plan for GMA Number 1.

RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

According to state planning law, the Public Facilities/Growth Management Element must be consistent with the other General Plan Elements. Each element is independent and all the elements comprise the General Plan. All elements of the General Plan are interrelated to a degree, and certain goals and policies of each element may also address issues that are the primary subjects of other elements. The integration of overlapping issues throughout the General Plan elements provides a strong basis for implementation of plans and programs and achievement of community goals. The Public Facilities/Growth Management Element relates most closely to the Land Use Element, Circulation Element, and Recreation and Resources Element.

Utilities and urban services must be available to implement the planned development identified in the Land Use Element. The Public Facilities/Growth Management Element establishes policy to coordinate facilities for new development with providers.

Additional policies and plans in the Public Facilities/Growth Management Element focus on minimizing the regional impacts, including air quality and circulation impacts, of planned local development. Specific policies and plans in the Circulation Element and Recreation and Resources Element support the growth management goals related to improving regional air quality and maintaining an efficient regional transportation system. Policies and plans in these other elements address greater use of alternative transportation modes, circulation improvements for efficient traffic flow, and improved balance of jobs and housing.

ISSUES, GOALS AND POLICIES

The following nine major issues are addressed by the goals and policies of the Public Facilities Element: availability of adequate (1) water and sewage treatment and distribution facilities; (2) natural gas, electricity and telephone service; (3) fire protection and law enforcement facilities and services; (4) flood control facilities and maintenance; (5) libraries; (6) public schools to serve existing and future development; and (7) transportation facilities. The final issue areas include: (8) the need to improve the jobs/housing balance in the community; and (9) the need for coordination and cooperation among public agencies to address major public facilities that are regional in nature. Each issue and the related goals, policies and implementation actions are identified and discussed in the following section.

WATER AND SEWER SERVICE

Water and sewer service is an essential component of the infrastructure needed to support urban development. These services are provided by several special service districts including the Los Alisos Water District, the El Toro Water District and the Irvine Ranch Water District.

GOAL 1.0: Effective coordination with local water and sewer service districts.

Policy 1.1: Work closely with local water and sewer districts in determining and meeting community needs for water and sewer service.

NATURAL GAS, ELECTRICITY, AND COMMUNICATIONS

Natural gas is provided by the Southern California Gas Company, electricity is provided by Southern California Edison, telephone service is provided by Pacific Bell, and cable television service is provided by Dimension Cable. These sources of energy and communication are necessary to support existing and future development in the community.

GOAL 2.0: Effective coordination with providers of natural gas, electricity, telephone and cable television service.

Policy 2.1: Work closely with local providers of energy and communications in determining and meeting community needs for energy and communications, and to underground overhead transmission facilities.

FIRE PROTECTION AND LAW ENFORCEMENT

Fire protection is provided by Orange County Fire and law enforcement is provided by the Orange County Sheriff's Department. Both services are essential to the safety of the population of Lake Forest.

GOAL 3.0: Effective coordination with Orange County Fire and Orange County Sheriff's Department.

Policy 3.1: Work closely with Orange County Fire and the Orange County Sheriff's Department in determining and meeting community needs for safety facilities and services.

Policy 3.2: Periodically evaluate level of service to ensure that Lake Forest has appropriate levels of fire, police and emergency medical services.

FLOOD CONTROL

Flood control facilities and maintenance are provided by Orange County Flood Control District and the City of Lake Forest. Flood control is another essential safety service necessary to ensure the desired quality of life in the community.

GOAL 4.0: Effective coordination with the Orange County Flood Control District.

Policy 4.1: Work closely with the Orange County Flood Control District in determining and meeting community needs for flood control facilities and maintenance.

LIBRARIES

Libraries and library service are provided by the Orange County Library system. The availability of reading and reference material to all members of the community is an important measure of the quality of life in Lake Forest.

GOAL 5.0: Effective coordination with the Orange County Library.

Policy 5.1: Work closely with the Orange County Library in determining and meeting community needs for library facilities and services, including hours of operation.

SCHOOLS

Public education is a valued resource provided by the Saddleback Valley Unified School District in Lake Forest. The community benefits greatly from the quality of its public schools and the opportunities for joint use of City and School District facilities.

GOAL 6.0: Effective coordination with the Saddleback Valley Unified School District.

Policy 6.1: Work closely with the Saddleback Valley Unified School District in determining and meeting community needs for public education and related activities.

TRANSPORTATION

Many of the regional transportation facilities are not adequately sized to accommodate existing and projected growth. In response to this situation, Orange County voter approved a measure (Measure M) in 1990 and the Foothill Corridor Phasing Plan to allocate additional funds to provide needed transportation facilities.

GOAL 7.0: Adequate transportation facilities for the population of Lake Forest.

Policy 7.1: Work closely with the County of Orange, Caltrans, surrounding jurisdictions, and other transportation agencies to provide needed transportation facilities.

JOBS/HOUSING BALANCE

Creating communities where people can both live and work in relatively close proximity shortens commuting and encourages the use of alternative forms of transportation to and from work. This can reduce overall traffic congestion and improve regional air quality.

GOAL 8.0: Balance between jobs and housing in Lake Forest.

Policy 8.1: Utilize information on the jobs/housing balance in the City and region as a factor in land use decision-making.

INTERJURISDICTIONAL COORDINATION AND COOPERATION

Lake Forest is one of over 30 cities in Orange County and many of the issues and opportunities facing the community can only be resolved through mutually cooperative efforts. Planning for solid waste disposal and recycling, air quality improvement, and transportation are a few examples of issues that lend themselves to cooperative solutions.

GOAL 9.0: Effective coordination and cooperation with other public agencies to address regional issues and opportunities.

Policy 9.1: Participate with other public agencies in cooperative efforts to address important regional issues.

Policy 9.2: Monitor major new developments proposed in adjacent communities to ensure that impacts on Lake Forest are mitigated.

RELATED GOALS AND POLICIES

The goals and policies described in the Public Facilities/Growth Management Element are related to and support subjects included within other General Plan elements. In turn, many goals and policies from other elements directly or indirectly support the goals and policies of the Public Facilities/Growth Management Element. These supporting goals and policies are identified in Table PFGM-1.

TABLE PFGM-1
PUBLIC FACILITIES/GROWTH MANAGEMENT RELATED GOALS AND POLICIES BY ELEMENT

Public Facilities/ Growth Management Issue Area	Related Goals and Policies by Element					
	Land Use	Housing	Circulation	Recreation and Resources	Safety and Noise	Public Facilities/ Growth Management
Water and Sewer Service	3.1, 3.3, 4.1, 4.2			2.2, 2.3		
Natural Gas, Electricity and Communications	3.1, 3.3, 4.1, 4.2					
Fire Protection and Law Enforcement	3.1, 3.3, 4.1, 4.2				2.4, 3.1, 3.2, 3.3, 4.1, 4.2	
Flood Control	3.1, 3.3, 4.1, 4.2			2.1, 2.4		
Libraries	3.1, 3.3, 4.1, 4.2					
Schools	3.1, 3.3, 4.1, 4.2					
Transportation	3.1, 3.3, 4.1, 4.2	1.5	1.1-1.3, 2.1-2.3, 3.1-3.4, 4.1-4.3, 5.1-5.3, 6.1-6.3, 7.1-7.3	6.1, 6.3, 6.4, 6.6	6.1	
Jobs/Housing Balance	2.1, 4.2, 5.1, 5.2, 5.3, 5.4, 5.5	1.1, 1.2, 1.3, 1.4, 1.5, 1.6, 1.7		6.5		
Interjurisdictional Coordination and Cooperation	3.3		1.1, 1.2, 1.3, 1.4, 1.5, 1.6, 1.7	1.7, 6.1		

PUBLIC FACILITIES/GROWTH MANAGEMENT PLAN

Sustainable growth and development in Lake Forest and the southern California region is dependent on the availability of adequate public facilities and infrastructure. New development must correspond to capacity improvements and the extension of new facilities. The Public Facilities/ Growth Management Plan addresses managing growth according to the availability of public facilities and services. Development of the Planning Area is related to regional growth. Environmental quality in Lake Forest is affected by regional growth, but regional facilities, such as the transportation system, are affected by new development in Lake Forest.

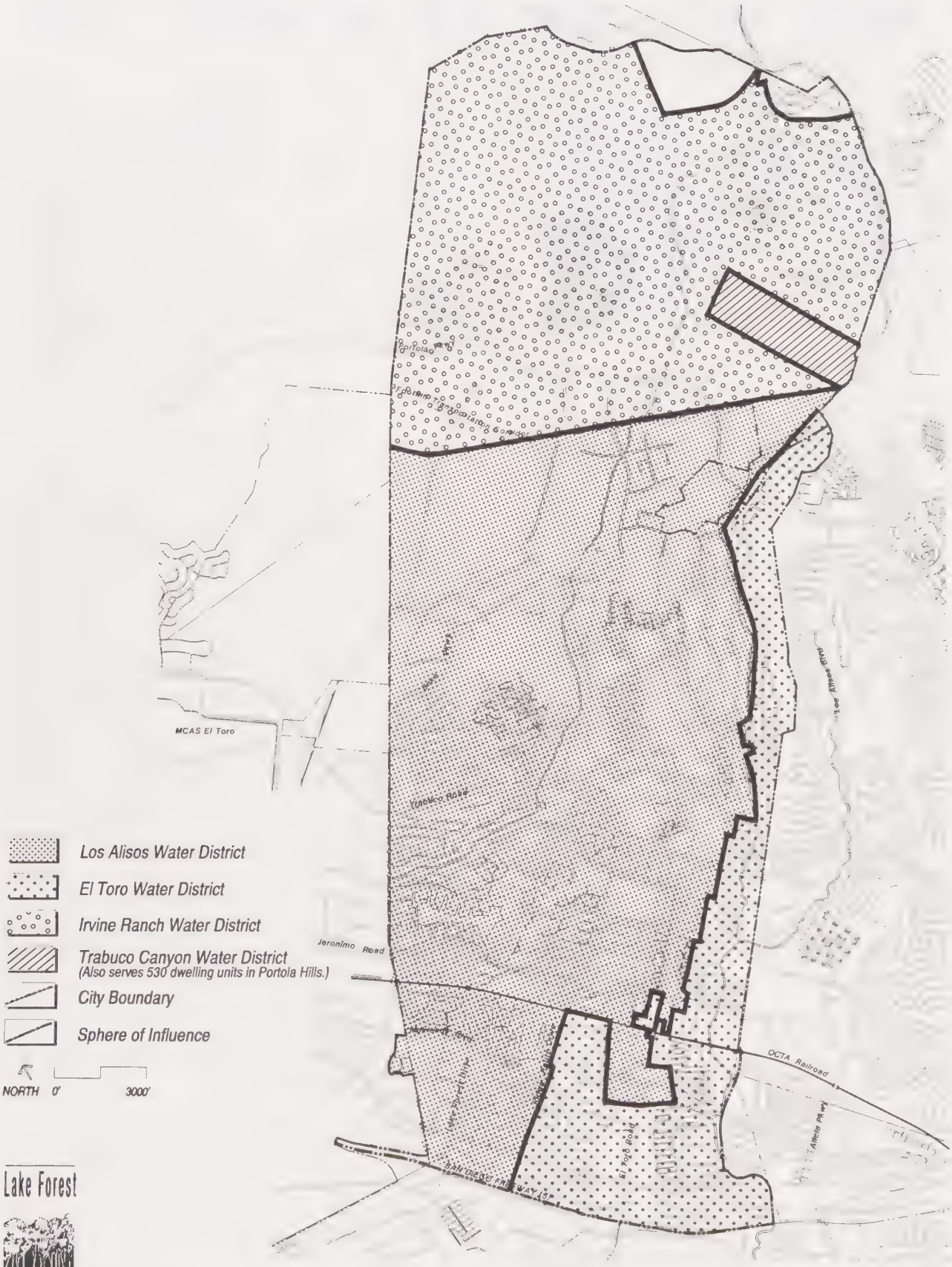
This Plan, based on the goals and policies identified in the previous section, represents the City approach for managing planned development and public facilities. The Public Facilities/ Growth Management Element Implementation Program, which is part of the General Plan Implementation Program, is an extension of the Public Facilities/Growth Management Plan and contains specific programs to coordinate planned development with public infrastructure and facility improvements.

A principle component of the Public Facilities/Growth Management Plan is the Public Facilities/Services Advisory Network (PFSA Committee). The purpose of the PFSA Network is to regularly bring together City community development and public works staff, and the providers of utilities and public services. Providers will be informed about new development projects during the early planning phases. In turn, providers can inform City staff about potential impacts to utilities and public services and required system improvements. Through the PFSA Network process, the City will ensure that utilities and public services are expanded in concert with development. The PFSA Network will also provide a forum to discuss facility and service maintenance issues.

WATER AND SEWER SERVICE

Good municipal water and sewer service is necessary to protect public health in urban settings. Four districts provide water and sewer service to the Planning Area: Los Alisos Water District (LAWD) and El Toro Water District (ETWD) serve the incorporated City and Irvine Ranch Water District (IRWD) and Trabuco Canyon Water District (TCWD) serve the unincorporated portion of the Planning Area. Figure PFGM-1 shows the service areas of the districts. The districts treat and distribute water purchased from the Metropolitan Water District, which imports water from northern California and the Colorado River. Wastewater is collected by the districts and directed to local and regional treatment plants in conjunction with the Aliso Water Management Agency. ETWD presently reclaims water which is used for landscape irrigation and LAWD plans to upgrade treatment and distribute reclaimed water as well.

Because the incorporated area is primarily developed, water and sewer infrastructure is in place and few improvements will be required to accommodate new development. In the unincorporated area, water and sewer lines must be extended to serve



Lake Forest

General Plan

SOURCE: Los Alisos Water District; El Toro Water District; Irvine Ranch Water District; and Trabuco Canyon Water District.

Figure PFGM-1
Water Districts

planned development. Master Plans for IRWD and TCWD identify facilities needed to accommodate development of the Planned Communities. In addition, water and sewer infrastructure improvements are addressed in the development agreements for the Planned Communities.

Ensuring good water and sewer service in the Planning Area will require maintaining the infrastructure and extending new infrastructure to serve new development. Development proposals and amendments within Planned Communities will be reviewed for consistency with water and sewer infrastructure requirements established in development plans and agreements. In addition, the City will rely upon district assessment of the water and sewer needs of proposed projects outside of Planned Communities and require infrastructure improvements where needed. All of the districts serving the Planning Area will be requested to participate in the PFSA Network. During periodic committee meetings new development proposals and water and sewer service needs will be discussed in addition to maintenance of the established system.

NATURAL GAS, ELECTRICITY AND COMMUNICATIONS

Power and communication service is well established in the Planning Area. Natural gas service is provided by the Southern California Gas Company, electrical service is provided by the Southern California Edison Company, telephone and fiber optic service is provided by Pacific Bell and cable television service is provided by Dimension Cable. The existing power and communication infrastructure will be extended to serve planned development. Business, commercial and light industrial uses compose a significant portion of the planned development identified in the Land Use Element. These uses will have greater demand for high technology power and communication service than residential uses, and special infrastructure may be required.

Proposed development projects will be reviewed for power and communication service requirements in conjunction with the service providers. The dedication of right-of-way for infrastructure will be required where necessary. Development proposals and amendments within Planned Communities will be reviewed for consistency with power and communication infrastructure requirements established in approved development plans and agreements.

To ensure that power and communication service is adequate for existing and planned development and to achieve undergrounding of overhead transmission facilities where feasible, the City will request the service providers to participate in the PFSA Network. Regular meetings will provide the opportunity for the service providers and the City to discuss new development projects and strategies to best meet new demands for natural gas, electricity, telephone and cable service and infrastructure.

FIRE PROTECTION AND LAW ENFORCEMENT

Adequate fire protection and law enforcement are imperative to protect public health and safety. The City contracts with the Orange County Fire Department (OCFD) for fire protection service within the incorporated boundaries. OCFD also serves the unincorporated county area. One fire station is located on El Toro Road in the City and a second station is located in the

sphere of influence. Three additional stations located outside of the Planning Area also respond to fire and other emergencies within the Planning Area.

The City also contracts with the Orange County Sheriff's Department for law enforcement services within the incorporated boundaries. The Orange County Sheriff's Department services the unincorporated county area as well. The Planning Area is in the service area of the South Orange County Sheriff's Department Substation in Laguna Niguel. Department management staff also work at City Hall to better manage criminal activity in Lake Forest and administer crime prevention programs. The department has established service goals and response times for emergency calls.

For both fire protection and law enforcement, ensuring public safety requires maintaining adequate staffing, equipment and facilities. The City will work with both OCFD and the Orange County Sheriff's Department to ensure that service corresponds to the number of residents and businesses in the City as well as current fire hazards and crime problems.

FLOOD CONTROL

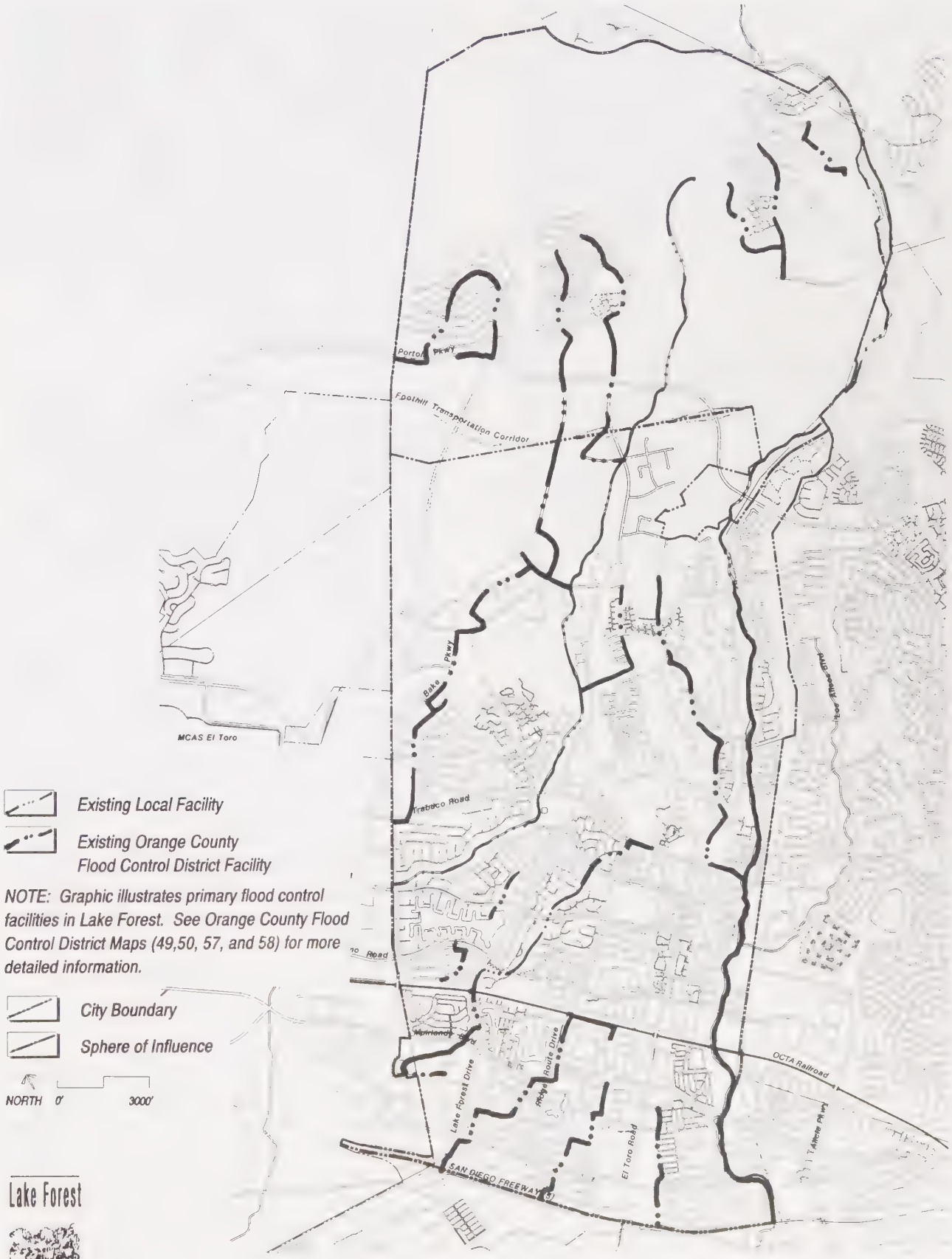
The Planning Area spans three watershed areas with four natural creeks. A flood control system has been partially constructed to direct runoff away from developed areas and prevent flooding from rain. The Orange County Flood Control District (OCFCD) is responsible for regional flood control within the county and maintains several facilities within the Planning Area. The City manages local flood control facilities. Figure PFGM-2 shows the relationship between the county and local facilities.

The City will work closely with OCFCD to determine needs for flood control improvements. OCFCD will be requested to participate as a member of the PFSA Committee. Periodic committee meetings will provide a forum to discuss any deficiencies in the existing drainage system and identify improvements needed to accommodate proposed development projects. Development proposals and amendments within Planned Communities will be reviewed for consistency with flood control improvements required in approved development plans and agreements. Development proposals outside of Planned Communities will be assessed for drainage impacts and required facilities. Through coordination with OCFCD and review of proposed development, public safety and private property will be protected from flood hazards.

LIBRARIES

Public libraries serve several community purposes including education, recreation and dissemination of public information. The Orange County Public Library (OCPL) serves Lake Forest through the El Toro Community Library and provides interlibrary loan with other county libraries and three independent library districts. The local demand for library services exceeds the capacity of the El Toro Community Library. A new library will be constructed in Rancho Santa Margarita to alleviate some of the demand on the El Toro library. The Rancho Santa Margarita library will particularly be accessible to residents in the shpere of influence.

As development occurs, the City will work with OCPL to maintain the established service standard of 0.2 square feet of library facility per capita. OCPL will be requested to participate in the PFSA Advisory Network. The committee will meet regularly to discuss proposed development projects and new demands for library services and facilities.



NOTE: Graphic illustrates primary flood control facilities in Lake Forest. See Orange County Flood Control District Maps (49,50, 57, and 58) for more detailed information.

Lake Forest

General Plan

SOURCE: County of Orange, Environmental Management Agency, Flood Control District

Figure PFGM-2
Flood Control System

Development proposals and amendments within Planned Communities will be assessed for consistency with library impact fees required by approved development plans and agreements. Development proposals outside of Planned Communities will be assessed for library impact fees in conjunction with OCPL.

SCHOOLS

The Planning Area is located within the Saddleback Valley Unified School District (SVUSD). A total of nine schools are located in the incorporated area, (seven elementary schools, one intermediate school and one high school). Figure PFGM-3 shows the distribution of the schools. The school facilities in the incorporated area are adequate to accommodate the existing student population. The incorporated area is primarily developed and very limited development will occur in the area in future years. As a result, the student population will not significantly change and SVUSD does not anticipate constructing new facilities.

New residential development will occur in the sphere of influence according to development agreements for Portola Hills and Foothill Ranch. The development will increase the number of students requiring school facilities. SVUSD master planning efforts have included both Planned Communities, and two school facilities to accommodate the projected elementary student population growth have been identified. Intermediate and high school students from the Planned Communities can be accommodated by schools in Lake Forest and Rancho Santa Margarita.

The City will work with SVUSD to collect student impact fees according to the development agreements for Planned Communities and for development outside of Planned Communities. The City will also ensure that proposed development is consistent with requirements for Mello Roos financing districts within Planned Communities. SVUSD will be requested to participated in the PFSA Network to coordinate development with school facilities and services.

TRANSPORTATION

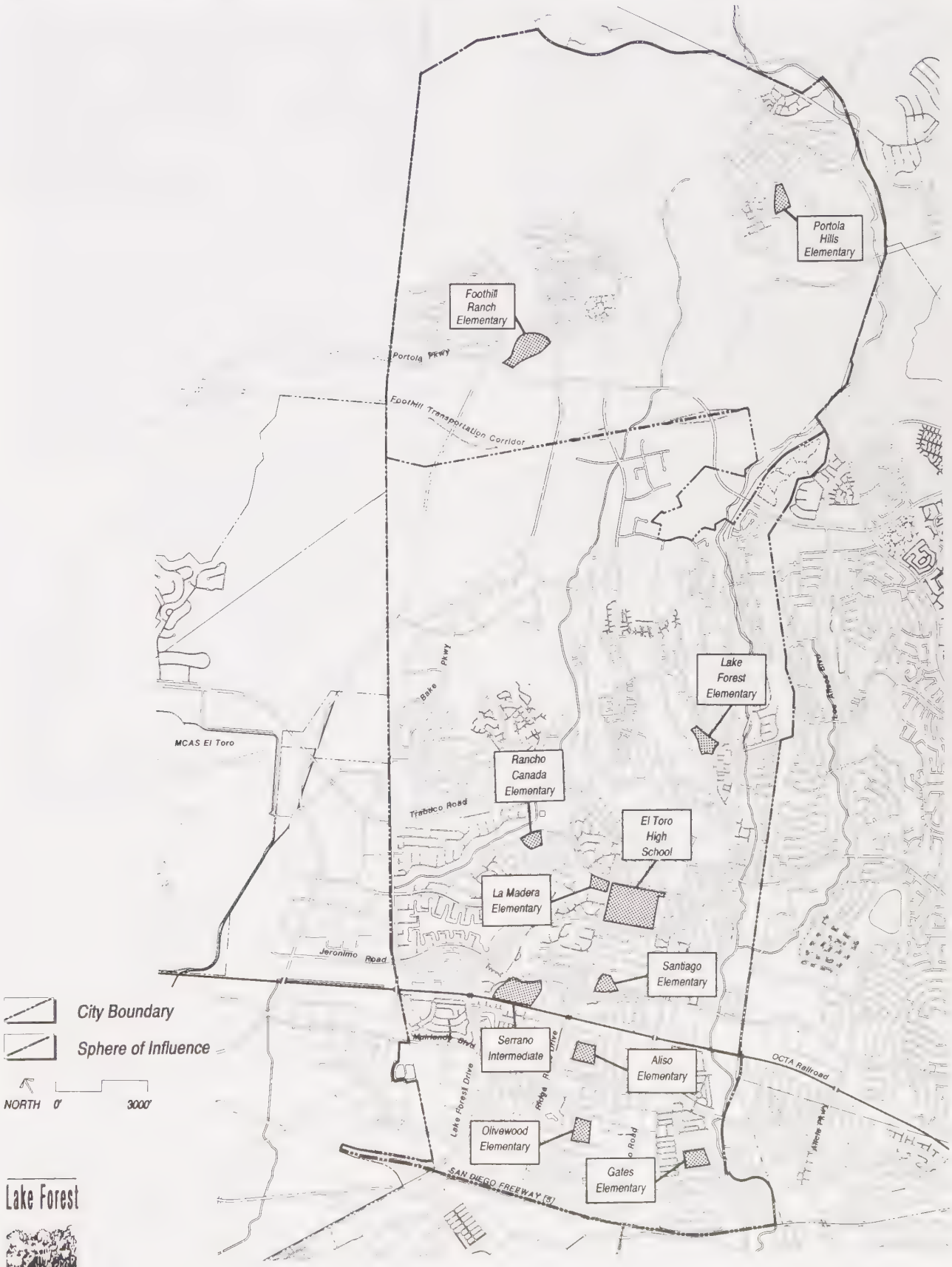
An efficient local and regional transportation system will support economic activity, enhance residential life and improve air quality conditions. As development occurs and traffic levels rise, the efficiency of the transportation system can be maintained by expanding the capacity and making system improvements.

The City uses levels of service (LOS) standards to used to assess system performance and when improvements are necessary. Use of the LOS standards is described in the Circulation Element. The LOS standards will be maintained through the four programs: 1) Development Mitigation Program, 2) Comprehensive Phasing Program, 3) Performance Monitoring Program, and 4) Capital Improvement Program.

Development Mitigation Program

A Development Mitigation Program will be developed based on the Orange County Transportation Authority (OCTA) timetables. The purpose of the program is to ensure that all new development pays for improvements to the City transportation system to accommodate traffic generated by the development.

Participation will be on a pro-rata basis and be required of all development pro-



Lake Forest

General Plan

SOURCE: Cotton/Beland/Associates, Inc.

Figure PFGM-3
Schools

jects except where greater participation is required by established through negotiated legal mechanisms (such as development agreements).

The City will coordinate the Development Mitigation Program with other jurisdictions in the Foothill Growth Management Area. Through interjurisdictional forums, a minimally acceptable impact fee will be established. The City will received credit for existing traffic mitigation fee programs with regard to the GMA base level fee.

Comprehensive Phasing Program

The City will prepare a Comprehensive Phasing Program based on OCTA timetables. The purpose of the program is to ensure to the extent feasible that adequate transportation infrastructure is constructed as development occurs. This goal will be achieved by linking the ability of development to proceed to either construction of the improvement(s) by others, construction of the improvement(s) by the developer, or by the developer's timely provision of the appropriate funding to the City, so that the provision of the required facilities balances the demand. The Comprehensive Phasing Program will provide reasonable lead time (three years from first building permit or five years from first grading permit) to design and construct specific transportation improvements.

Performance Monitoring Program

While the Comprehensive Phasing Program will provide plans for new facilities, the Performance Monitoring Program will provide annual evaluation of compliance with phasing plans. The Performance Monitoring Program, prepared based on OCTA timetables, will establish a system for annual evaluation of compliance with development phasing allocations. Under this program, roadway and other transportation facility improvements or funding must actually be provided in order for new development to continue. If the improvements or funding are not provided, development will be deferred until compliance with the provisions of the program is achieved.

The Performance Monitoring Program will include provisions for an annual evaluation of the maintenance of transportation service standards. If the annual evaluation identifies one or more service level deficiencies, measures to correct the deficiencies will be implemented.

Capital Improvement Program

A Capital Improvement Program for transportation improvements will be prepared to effectively manage the circulation system based on OCTA timetables. The purpose of the Capital Improvement Program is to estimate future development over a seven-year period and determine necessary circulation improvements, associated costs and financing plans. The program will be closely linked with the Comprehensive Phasing Plan.

Determinations of needed transportation improvements will be based on meeting and maintaining the established level of service standards. Financing programs will be based on proposed development to be constructed during the following seven-year period (at a minimum).

JOBS/HOUSING BALANCE

The major metropolitan areas in southern California have generally developed such that residential areas are far removed from employment centers. As a result, residents must daily commute long

distances on the freeway systems that link residential and employment centers. The intensive automobile activity from commuting has caused significant traffic congestion and air quality problems. Developing employment opportunities in predominantly residential subregions is required to improve traffic and air quality conditions.

Lake Forest has been developed primarily with residential uses and a commercial and service sector supports the community. Lake Forest and the surrounding subregion are considered "housing rich" and many residents drive to other parts of the county or to outside counties for employment. The City intends to address this trend through the land use planning and development process.

In the Land Use Element, substantial acreage is designated for development that generates jobs such as commercial, office and light industrial. The City will work with property owners to develop these lands to provide local employment opportunities for residents of Lake Forest and nearby communities. Creating a community where people can both live and work will shorten commutes and encourage the use of alternative forms of transportation. Less emissions will be generated from automobile use and regional air quality problems will be incrementally alleviated.

INTERJURISDICTIONAL COORDINATION AND COOPERATION

Because population and urban growth are regional phenomena and have regional effects, coordination and cooperation between jurisdictions is necessary to protect environmental quality and maintain adequate infrastructure. The City of Lake Forest will participate with other local jurisdictions, special districts and regional agencies to forge solutions to regional growth problems. As an indirect consequence of interjurisdictional coordination and cooperation, development in adjacent areas and potential impacts to Lake Forest can be better monitored.

The strategy to improve interjurisdictional coordination and cooperation includes the following actions being taken by the City:

- Cooperate with the County of Orange, the Orange County Transportation Authority (OCTA) and other local jurisdictions through the Regional Advisory and Planning Council (RAPC), or other appointed bodies, to implement Measure M and the development of future revisions;

- Work with interjurisdictional forums (such as the City-County Coordinating Committee) to make sure that the City's fees are consistent with minimally acceptable impact fees for application in the Foothill Growth Management Area (GMA);

- Participate in the interjurisdictional planning forums for the Foothill GMA to discuss implementing traffic improvements, cooperative land use planning and appropriate mitigation measure for development projects with multi-jurisdictional impacts;

- Work with interjurisdictional planning forums to improve the subregional balance of jobs and housing;

- Cooperate with the County of Orange in implementing the Facility Implementation Plans and collaborating in the Development Monitoring Program;

- Cooperate with the county in annually updating the Congestion Management Plan;

- Cooperate with state, county and local governments in planning and implementing the City's Circulation Element, and coordinating efforts to ensure orderly development;

- Coordinate population, housing, employment and land use projections with the state Department of Finance, Southern California Association of Governments (SCAG), the County of Orange Development Monitoring Program, and local school and water districts; and

- Monitor development proposals in adjacent jurisdictions for potential regional impacts and impacts to facilities and resources in Lake Forest.

City of

Lake Forest

GENERAL PLAN

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APPENDIX A:
IMPLEMENTATION PROGRAM

LAKE FOREST

GENERAL PLAN

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INTRODUCTION

The General Plan Implementation Program provides a guide to implement adopted General Plan policy and plans for the public and City elected officials and staff. The purpose of the Implementation Program is to ensure that the overall direction provided in the General Plan for City growth and development is translated from general terms to specific actions.

A series of actions, procedures and techniques that carry out the General Plan policy through implementing a standard or program, each implementation measure will need further City Council action. This action can either occur on a City-wide basis, (e.g., zoning ordinance amendment or adoption of development review criteria), or in individual subareas for actions, (e.g., capital improvement projects). The City Council, by relating the Implementation Program to the General Plan, recognizes the importance of long-range planning considerations in day-to-day decision making.

Implementation of the specific programs will be subject to funding constraints.

The Implementation Program is organized into six subsections that correspond to the General Plan elements. Each of the subsections is comprised of programs that directly relate to the policies and plans of the corresponding General Plan element.

USE OF THE GENERAL PLAN IMPLEMENTATION PROGRAM

The Implementation Program is intended for use as the basis for preparing the Annual Report to the City Council on the status of the City's progress in implementing the General Plan, as described in Section 65400 of the Government Code. Because many of the individual actions and programs described in the Implementation Program act as mitigation for significant environmental impacts resulting from planned development identified in the General Plan, the annual report can also provide a means of monitoring the application of the mitigation measures as required by AB 3180. This Implementation Program should be updated annually with the budget process and whenever the City's General Plan is amended or updated to ensure continued consistency and usefulness.

LAND USE ELEMENT IMPLEMENTATION PROGRAM

The Implementation Program provides strategies to implement the adopted policies and plans identified in the Land Use Element. The Land Use Implementation Program is a series of actions, procedures, and techniques that carry out the Land Use Policy through implementing a standard or program.

The Land Use Goals and Policies section of the Element identifies the goals and policies of the City. The Land Use Element Implementation Program section identifies programs which will be utilized to carry out land use policy in Lake Forest.

BALANCE OF LAND USES

1. Annual Review of General Plan and Land Use Policy Map Implementation: Review implementation of the General Plan and Land Use Policy Map to identify the effect of land development and use in the community on City revenue and costs of providing public facilities and services.

Responsible Agency/Department: Community Development

Funding Source: General Fund

Time Frame: Annually with the budget process

Related Land Use Policies: 1.1

2. Density and Intensity Bonuses: Amend the Zoning Ordinance to allow density or intensity up to the maximum level allowed by the General Plan where proposed projects offer exceptional design quality, important public amenities or benefits, or other factors that promote important goals and policies of the General Plan.

Responsible Agency/Department: Community Development

Funding Source: General Fund

Time Frame: 1995/1996

Related Land Use Policies: 1.2

IMAGE AND IDENTITY

3. Image Enhancement: Develop a design and improvement plan based on the City Capital Improvement Plan including strengthened landscaping, identification graphics, and other physical improvements to enhance major public thoroughfares and activity areas.

Responsible Agency/Department: Community Development, Public Works

Funding Source: General Fund

Time Frame: 1995/1996, annually with budget process

Related Land Use Policies: 2.1, 2.2

4. Eucalyptus Tree Preservation: Enforce the adopted eucalyptus tree preservation ordinance. Communicate with home owner associations on proper maintenance of trees.

Responsible Agency/Department: Community Development, Public Works

Funding Source: General Fund

Time Frame: Ongoing

Related Land Use Policies: 2.1

5. Major Centralized Community Facility: Undertake a study of the feasibility of establishing a major centralized community facility as a focal point for public and community activities and a network of smaller recreation facilities.

Responsible Agency/Department: All City Departments

Funding Source: General Fund

Time Frame: 1995

Related Land Use Policies: 2.3

COMPATIBLE AND COMPLEMENTARY DEVELOPMENT

6. Zoning Ordinance Review and Amendment: Review and amend (as needed) the Zoning Ordinance to provide consistency with new state legislation and court decisions. Review and amend Zoning Ordinance to clarify permitted and conditionally permitted uses in all districts (i.e., churches and other uses).

Responsible Agency/Department: Community Development

Funding Source: General Fund

Time Frame: Annually

Related Land Use Policies: 3.1

7. Subdivision and Grading Ordinance Review and Amendment: Review and amend (as needed) the City Subdivision and Grading regulations to provide consistency with new state legislation and court decisions, and to make other desired changes to provisions of the ordinances.

Responsible Agency/Department: Community Development, Public Works

Funding Source: General Fund

Time Frame: Annually

Related Land Use Policies: 3.1

8. Site Development Permit and Environmental Review: Utilize a site development permit process and the California Environmental Quality Act in the review of proposed development projects to promote high quality in urban design and minimize environmental impacts.

Responsible Agency/Department: Community Development

Funding Source: Development Fees

Time Frame: On-going

Related Land Use Policies: 3.1

9. Code Enforcement: Continue to enforce the Zoning and other ordinances to achieve the desired level of regulation.

Responsible Agency/Department: Community Development

Funding Source: General Fund

Time Frame: On-going

Related Land Use Policies: 3.1, 3.2

10. Development Monitoring: Conduct systematic monitoring of the impact and intensity of development in Lake Forest and areas around the City to ensure that affected public agencies can provide necessary facilities and services in support of that development.

Responsible Agency/Department: Community Development, Public Works

Funding Source: General Fund, Development Fees

Time Frame: On-going

Related Land Use Policies: 3.3

11. Landscaping Standards: Develop landscape requirements for public and private development projects to promote greater visual and functional compatibility with residential development.

Responsible Agency/Department: Community Development

Funding Source: General Fund

Time Frame: 1994/1995

Related Land Use Policies: 3.4

DEVELOPMENT OF PLANNED COMMUNITIES

12. Review of Development Proposals and Amendments within Planned Communities: (a) Review development proposals and amendments for consistency with Planned Community development plans and agreements; and (b) review proposed amendments to approved Planned Communities to avoid unacceptable impacts to the fiscal stability of the City, public facilities and services supporting development, surrounding development and natural characteristics of the amendment site.

Responsible Agency/Department: Community Development, Public Works, Human Services

Funding Source: Development Fees

Time Frame: On-going

Related Land Use Policies: 4.1, 4.2

ECONOMIC DIVERSITY AND EXPANSION

13. Retention and Economic Development Committee: Identify funding sources and promote economic development activities and activities designed to retain and attract businesses that contribute to the economic health of the community.

Responsible Agency/Department: City Manager, Community Development

Funding Source: General Fund

Time Frame: On-going

Related Land Use Policies: 5.1, 5.2, 5.3, 5.4

14. Business Community Meetings: Conduct meetings with the Retention and Economic Development Committee and business community to solicit input on actions to facilitate economic health.

Responsible Agency/Department: Community Development

Funding Source: General Fund

Time Frame: On-going

Related Land Use Policies: 5.1, 5.2, 5.3

15. Business Incentives: Develop a set of incentives to attract businesses such as fee reductions/deferrals/levels based on business size, employment, tax generation, streamlined permitting, and formal recognition of businesses that contribute to the community.

Responsible Agency/Department: City Manger, Community Development

Funding Source: General Fund, CDBG

Time Frame: Annually with budget process

Related Land Use Policies: 5.1, 5.2, 5.3

16. Business Liaison: Identify ways to liaison with the business community on economic development programs.

Responsible Agency/Department: Community Development

Funding Source: General Fund

Time Frame: Ongoing

Related Land Use Policies: 5.1, 5.2, 5.3

17. Business Data Source: Work with the Retention and Economic Development Committee, local brokerage community, shopping center owners and local Chambers of Commerce to develop a data base of information on retail, commercial and office space and real estate contacts for interested potential businesses.

Responsible Agency/Department: City Manager, Community Development

Funding Source: General Fund

Time Frame: Ongoing

Related Land Use Policies: 5.1, 5.2, 5.3

18. Permit Assistance: Work with the Orange County Permitting Assistance Office to ensure that prospective businesses understand permitting requirements imposed by agencies other than the City.

Responsible Agency/Department: Community Development

Funding Source: General Fund

Time Frame: Ongoing

Related Land Use Policies: 5.1

19. Business and Market Trend Training: Ensure the provision of training and education for City Council, Planning Commission, and City staff regarding current business and market trends.

Responsible Agency/Department: City Manager, Community Development

Funding Source: General Fund

Time Frame: Ongoing

Related Land Use Policies: 5.1

20. City Newsletter Communication: Use the City newsletter as a means of communicating with the local business community.

Responsible Agency/Department: City Manager

Funding Source: General Fund

Time Frame: Ongoing

Related Land Use Policies: 5.2

21. Business Community Outreach: Reach out to the local commercial and industrial brokerage community to inform members of City procedures and timelines

and to identify a point of contact with the City.

Responsible Agency/Department: Community Development

Funding Source: General Fund

Time Frame: Ongoing

Related Land Use Policies: 5.3

22. Funding Source Identification: Identify all federal, State and local funding sources available to assist the local business community.

Responsible Agency/Department: Community Development

Funding Source: General Fund, Grants

Time Frame: Ongoing

Related Land Use Policies: 5.4

23. Permit Streamlining: Streamline the City permitting process by:

- Providing clear and concise applications and supplemental material for new and existing businesses;
- Evaluate changes in technology to identify ways the permitting process can be streamlined, such as permits via FAX, modem and others;
- Identify and adopt service levels for Planning, Building, and Engineering sections to ensure efficient delivery of services to the business community and appropriate staffing levels; and
- Monitor and evaluate the types of permits most frequently processed at the City and focus on process streamlining for those permits.

Responsible Agency/Department: Community Development, Public Works

Funding Source: General Fund

Time Frame: Ongoing

Related Land Use Policies: 5.5

24. Development Fee Status: Research with the County of Orange the status of development fees that will be required for future development in the areas covered by approved Development Agreements and provide printed information regarding fees to prospective businesses.

Responsible Agency/Department: Community Development

Funding Source: General Fund

Time Frame: 1994/1995

Related Land Use Policies: 5.5

25. Zoning Ordinance Review: Revise the Zoning Ordinance to clearly articulate uses that are permitted versus conditionally permitted.

Responsible Agency/Department: Community Development

Funding Source: General Fund

Time Frame: 1994/1995

Related Land Use Policies: 5.6

26. Sign Regulation Revision: Revise the City Sign Regulations with input from the business community and local Chambers of Commerce.

Responsible Agency/Department: Community Development

Funding Source: General Fund

Time Frame: 1994/1995

Related Land Use Policies: 5.6

REVITALIZATION OF OLDER AREAS

27. Graffiti Removal and Prevention: Continue to implement a program to remove and prevent graffiti to avoid its negative impacts on the community.

Responsible Agency/Department: Public Works, Human Services

Funding Source: General Fund, Gas Tax Fund

Time Frame: On-going

Related Land Use Policies: 6.1, 6.2

28. Rehabilitation of Residential, Commercial, Industrial Properties and Buildings: Provide incentives such as reduced or deferred fees, streamlined permitting, rehabilitation funding and formal recognition of contribution to overall City development quality.

Responsible Agency/Department: Community Development

Funding Source: General Fund, CDBG

Time Frame: Annually with budget process

Related Land Use Policies: 6.1, 6.2

29. Specific Plan: Utilize the Specific Plan process as a cooperative approach with property owners to achieve economic and other planning objectives for areas that would benefit from revitalization.

Responsible Agency/Department: Community Development

Funding Source: General Fund, CDBG

Time Frame: Ongoing

Related Land Use Policies: 6.2

HOUSING ELEMENT IMPLEMENTATION PROGRAM

The Housing Implementation Program provides strategies to implement the adopted policies and plans identified in the Housing Element. It serves as a guide to the community, City staff, and City officials in making daily decisions related to:

- Conserving the existing supply of affordable housing;
- Providing adequate sites;
- Removing governmental constraints;
- Providing supportive housing assistance for special needs population, including consideration of equal housing opportunities;
- Rehabilitating the City's existing single-family and multi-family housing stock; and
- Providing housing opportunities for first-time homebuyers.

The Implementation Program is a series of actions, procedures, and techniques to carry out the Housing policies.

HOUSING DIVERSITY AND OPPORTUNITIES

Lake Forest has established a goal to provide a balanced inventory of housing in terms of unit type, cost, and style. This goal addresses the City's housing issues in three issue areas: 1) Provision of adequate sites; 2) Removal of governmental constraints; and 3) Provision of supportive housing assistance for special needs population. Housing programs devised to implement this goal are grouped by issue area.

Provision of Adequate Sites

1. Land Use Element: Planning and regulatory actions to achieve adequate housing sites is achieved through the Land Use Element and Zoning Code. The Land Use Element provides for a variety of residential types, ranging from lower density single-family homes to higher density apartments and condominiums. Lake Forest will designate adequate sites at appropriate densities on the Land Use Plan to accommodate Lake Forest's regional housing needs. The City will also maintain an up-to-date inventory of sites suitable for residential development and provide to interested developers.

Responsible Agency: Community Development Department

Funding Source: General Fund

Time Frame: June 1994

Related Housing Policies: 1.1, 1.3, 1.4, 1.5

2. Sites for Homeless Shelters: The Housing Element contains an inventory of homeless services and facilities. The City will provide this inventory along with telephone numbers and agency contacts to City staff who interface with the public and offer referrals to individuals seeking assistance. In addition, the City will modify its zoning ordinance to permit transitional housing in all of the City's

residential zones subject to a Conditional Use Permit (CUP) and emergency housing in the Commercial, Business Park, and Mixed Use zones, also subject to a CUP.

Responsible Agency: Community Development Department

Funding Source: General Fund

Time Frame: Mid 1995

Related Housing Policies: 1.7

3. Affordable Housing Ordinance: The City will adopt an Affordable Housing Ordinance which both incorporates State density bonus provisions and provides for flexibility in development standards for projects with an affordable housing component. The City's Affordable Housing Ordinance will specify other incentives available to projects with affordability restrictions. These will include modified parking standards and open space requirements, and flexibility in height and setback requiremetns.

Responsible Agency: Community Development Department

Funding Source: General Fund

Time Frame: Adopt by end of 1994

Related Housing Policies: 1.1, 1.2, 1.6, 3.1

4. Rental Housing Incentives Program: Lake Forest will adopt a specific program to facilitate the development of affordable rental housing. Specifically, the City will promote the development of the Saddleback Ranch site with affordable rental housing by 1) pursuing multi-family mortgage revenue bonds through the County; and 2) offering density and other development incentives provided for through the Affordable Housing Ordinance.

Responsible Agency: Community Development Department

Funding Source: County Multi-Family Revenue Bonds, General Fund

Time Frame: Ongoing

Related Housing Policies: 1.1, 1.2, 1.6

Removal of Governmental Constraints

5. Expedited Project Review: A community's evaluation and review process for housing projects contributes to the cost of housing because holding costs incurred by developers are ultimately reflected in the unit's selling price. To minimize holding costs, Lake Forest will prioritize the review of affordable housing projects, including where projects only a portion of the units are affordable. The City will also evaluate providing for administerial approvals of multi-family projects with ten or fewer units, and will modify its processing procedures accordingly.

Responsible Agency: Community Development Department

Funding Source: General Fund

Time Frame: Mid 1995

Related Housing Policies: 1.2, 1.6

6. Development Fees: Various fees and assessments are charged by the City to cover the costs of processing permits and to provide services and facilities to the project. The City is in the process of reviewing the development fee schedule it inherited from Orange County. Fees for entitlements are unnecessarily high relative to actual costs in the City, and are

being recommended for substantial reduction. The City will adopt its revised fee structure by the end of 1994.

Responsible Agency: Community Development Department

Funding Source: General Fund

Time Frame: Ongoing

Related Housing Policies: 1.2, 1.6

7. Second Units: The City has adopted the County's zoning ordinance which includes provisions for second units. The City plans to adopt a Second Unit Ordinance to reflect minimum State requirements. The City will adopt a Second Unit Ordinance to facilitate affordable housing production.

Responsible Agency: Community Development Department

Funding Source: General Fund

Time Frame: 1995

Related Housing Policies: 1.4, 1.6

Provide Supportive Housing Assistance for Special Needs Population

8. Orange County Fair Housing Council: Lake Forest is a member of the Orange County Fair Housing Council. This body provides counseling and information on discrimination, landlord/tenant problems, special assistance for ethnic minority and single-headed households (which includes escort services to locate adequate housing), bilingual housing literature and video-tape presentations, day-care services, and housing assistance counseling. The City will advertise Orange County Fair Housing Council's services in the City's newsletter and in local periodicals. The City will also put up posters advertising the County's fair housing services in both English and Spanish at the public counter, City library, post office, and other community locations.

Responsible Agency: Community Development Department

Funding Source: General Fund

Time Frame: 1995

Related Housing Policies: 1.4, 1.7

9. Coordination with Social Service Agencies: A variety of social services agencies provide housing and supportive services to special needs groups in Lake Forest. Many of these social service agencies receive CDBG funds from the County to help administer these programs. Once the City receives its first allotment of CDBG funds in July 1994, the City will evaluate funding key agencies to continue the provision of services to Lake Forest residents.

Responsible Agency: Community Development Department, Human Services

Funding Source: CDBG

Time Frame: Late 1994

Related Housing Policies: 1.7

MAINTENANCE AND PRESERVATION OF HOUSING

This goal addresses two issue areas: 1) Conservation of the existing supply of affordable housing and 2) Rehabilitation of the City's existing housing stock.

Conserving the Existing Supply of Affordable Housing

10. Section 8 Rental Assistance: The Section 8 rental assistance program extends rental subsidies to very low income families and elderly who spend more than 30 percent of their income on rent. The subsidy represents the difference between the excess of 30 percent of their monthly income and the actual rent. The City will facilitate use of the Section 8 program in its jurisdiction by advertising in the City Newsletter the opportunity for owners to list available rentals with the County Housing Authority.

Responsible Agency: Community Development Department, Orange County Housing Authority

Funding Source: HUD

Time Frame: Ongoing

Related Housing Policies: 1.1, 2.3

11. Refinance Multi-Family Mortgage Revenue Bonds: The Multi-Family Mortgage Revenue Bond program is designed to make financing available to developers for the construction of multi-family residential rental units. To receive financing through the bond program, developers must reserve for 10 years, 20 percent of the units for rental use by families or individuals who earn 80 percent or less of the median family income in Orange County. Once the 10 year restrictions on these projects expire, it is possible to refinance the mortgage revenue bond. The City will continue to work with the County and project owners to refinance multi-family mortgage revenue projects in consideration for extending the affordable use restrictions as these restrictions become eligible to expire.

Responsible Agency: Community Development Department

Funding Source: General Fund

Time Frame: As projects become eligible for expiration. Potential conversion dates for at-risk projects are: River Oaks (1995); Vintage Woods (1994); Emerald Court (1995); Spring Lakes (1995); and Westridge (1995).

Related Housing Policies: 2.3

12. Mobile Home Park Preservation: Several existing State and Federal programs can be used to preserve affordability in mobile home parks - tenant purchase of mobile home park; direct rental assistance; and mobile home park interim financing/public purchase. The City will evaluate these programs and their effectiveness. The City will also apply for HOME funds through State HCD during the next funding cycle to assist in the tenant purchase of their park.

Responsible Agency: Community Development Department

Funding Source: General Fund

Time Frame: 1995

Related Housing Policies: 2.4

13. Conservation of Existing and Future Affordable Units: In order to meet the housing needs of all economic groups in Lake Forest, the City must guard against the loss of housing units available to lower income households. A total of 274 housing units in Lake Forest are at-risk of conversion to market rate during the time-frame of this Housing Element. To preserve these affordable units, Lake Forest will monitor the at-risk units, coordinate with County efforts, work with

potential priority purchasers, and educate tenants of at-risk units.

Responsible Agency: Community Development Department

Funding Source: CDBG, Section 8, HOME

Time Frame: As projects become eligible for expiration. Potential conversion dates for at-risk projects are: River Oaks (1995); Vintage Woods (1996); Emerald Court (1997); Spring Lakes (1997); Westridge (1998); and Siena Terrace (1996-97).

Related Housing Policies: 2.3

Rehabilitate the City's Existing Single-Family and Multi-Family Housing Stock

14. Owner-Occupied Rehabilitation: Orange County has been administering an owner-occupied rehabilitation program on behalf of the City of Lake Forest. This program utilizes CDBG funding to provide low interest loans, rebates, and grants to owners of residential properties. Lake Forest will advertise the County's rehabilitation program in the City's newsletter until July 1994; 38 ownership units are expected to be rehabilitated under the County's program.

As a new Federal Entitlement jurisdiction, Lake Forest will receive its first year allocation of CDBG funds in July 1994 at which time the City will initiate its own rehabilitation program, with a modest goal of assisting 15 households annually during the first two program years.

Responsible Agency: Community Development Department

Funding Source: CDBG

Time Frame: 1994

Related Housing Policies: 2.1, 2.2

15. Code Enforcement: The City operates a Code Enforcement program through the Community Development Department. The City's building inspectors respond to complaints related to substandard housing, property maintenance, overgrown vegetation, trash and debris, illegal conversions, improper occupancy and other nuisance and zoning complaints. The City will continue its enforcement of building and other codes and will expand the program to inform property owners in violation of City Codes of available rehabilitation assistance he/she may be eligible for to correct Code violations.

Responsible Agency: Community Development Department

Funding Source: CDBG, General Fund

Time Frame: Ongoing

Related Housing Policies: 2.1

HOMEOWNERSHIP

In Southern California, the option of home ownership is often not available to lower and moderate income households or first-time homebuyers. This goal addresses the affordability issue by providing home ownership opportunities for first-time buyers.

Provide Housing Opportunities for First-Time Homebuyers

16. Preferential Financing for First-Time Homebuyers: The Southern California Housing Finance Agency (SCHFA) raises funds for mortgage financing through the sale of tax-exempt revenue bonds. SCHFA has recently issued bonds available to Orange County first-time home-

buyers earning below 100% the County median income. The City will cooperate with lenders and the County in advertising the availability of the SCHFA program.

Responsible Agency: Community Development Department

Funding Source: General Fund

Time Frame: Early 1995

Related Housing Policies: 3.1, 3.2

17. Shared Equity Program: The City will develop a shared equity program in which Federal HOME monies are used to provide second trust deeds for qualifying low and moderate income first-time homebuyers. As an entitlement jurisdiction, Lake Forest can apply to the State through a competitive process for HOME funds. The City will commit to applying for HOME funds through State HCD during the next funding cycle.

Responsible Agency: Community Development Department

Funding Source: HOME

Time Frame: Mid 1995

Related Housing Policies: 3.1, 3.2

18. Downpayment Assistance Program: The City can utilize CDBG funds to initiate a downpayment assistance program for low and moderate income first time homebuyers. The City will evaluate the opportunity to establish a downpayment assistance program.

Responsible Agency: Community Development Department

Funding Source: CDBG

Time Frame: 1995

Related Housing Policies: 3.1, 3.2

19. Condominium Conversion Ordinance: The purpose of a condominium conversion ordinance is to regulate the conversion of rental housing to condominium ownership and to ensure the rights of existing tenants. Under State law, the conversion process requires that a minimum of 60 days notice be provided to all tenants prior to the filing of a tentative map for condominium ownership. Each of the tenants then has the right of first purchase of their respective units. The City will evaluate the minimum State noticing requirements which regulate condominium conversions. In addition, the City will provide tenants in projects proposed for conversion with information on programs available for purchase of units.

Responsible Agency: Community Development Department

Funding Source: General Fund

Time Frame: Mid 1995

Related Housing Policies: 3.1, 3.2

20. Mortgage Credit Certificates: The County of Orange administers a Mortgage Credit Certificate Program, as authorized by Congress in the Tax Reform Act of 1984, as a means of providing financial assistance for the purchase of single-family housing. The program targets income levels that are equal to or less than 115% of the Orange County median income. Concurrent with this certificate program, the County offers a Down Payment Assistance Program, which targets income levels that are equal to or less than 80% of the median income. It is anticipated that 50% of those households participating in the certificate program will be eligible for down payment assistance. The City will encourage the use of mortgage

credit certificates by advertising the program in the City's newsletter.

Responsible Agency: Community Development Department

Funding Source: General Fund

Time Frame: Mid 1995

Related Housing Policies: 3.1, 3.2

CIRCULATION ELEMENT IMPLEMENTATION PROGRAM

Lake Forest is well served by the regional circulation system via the San Diego Freeway and the Foothill Transportation Corridor. Several prime arterials connect the incorporated City with the sphere of influence and surrounding communities and alternatives to automobile transportation are available. As indicated in the Circulation Element, the City intends to alleviate existing congestion problems and ensure efficient traffic flow as development occurs. Reducing automobile trips by increasing the use of alternative transportation modes will help maintain acceptable traffic levels. This Implementation Program establishes a specific action plan to achieve the circulation goals and provide a future circulation system balanced with planned growth.

INTERCITY AND REGIONAL TRANSPORTATION

1. Interjurisdictional Coordination: Coordinate planned development in the Planning Area with needed improvements to the regional circulation system:

- Improve the City arterial highway system in accordance with the Orange County Master Plan of Arterial Highways;
- Coordinate with and monitor planned Caltrans improvements for the San Diego Freeway to achieve increased freeway capacity and noise mitigation improvements;
- Work with the county and other affected cities in implementing the Foothill Circulation Phasing Plan improvements through new development projects to minimize impacts to streets in the Planning Area;
- Monitor proposals for major new development in areas outside of Lake Forest that could impact the operation of the regional and local transportation system; and
- Coordinate with Orange County Transportation Authority (OCTA) regarding the Urban Rail System and the Southern California Regional Rail Authority (SCRRA) regarding the Metrolink System.

Responsible Agency/Department: Public Works

Funding Source: General Fund

Time Frame: Ongoing

Related Circulation Element Policies: 1.1, 1.2, 1.3, 2.2

LOCAL TRANSPORTATION ROUTES

2. Arterial Highway Plan: Improve the circulation system in the Planning Area in concert with land development to ensure adequate levels of service and monitor the operation of major streets. As traffic approaches the Level of Service standards established in the element, roadway capacity will be increased by restricting on-street parking, improving signal timing,

widening intersections, adding through and turn lanes, and other transportation system management measures according to the Arterial Highway Plan.

Responsible Agency/Department: Public Works

Funding Source: General Fund, Measure M Revenue, Development Fees, Other State and Federal Sources, and Gas Tax Revenue

Time Frame: Ongoing

Related Circulation Element Policies: 2.1, 2.3

3. Proposed Development: Review proposals for new development outside the Planned Communities for potential impacts to the transportation system. The Level of Service standards established in the Circulation Element will be used to determine the significance of impacts. Mitigation in the form of physical improvements and/or impact fees will be required for significant impacts. Driveway access will be limited for all development projects on arterial roadways to reduce traffic flow impediments.

Responsible Agency/Department: Community Development, Public Works

Funding Source: Development Fees, General Fund

Time Frame: Ongoing

Related Circulation Element Policies: 2.1, 2.3

4. Planned Communities: Review development proposals and amendments within Planned Communities for consistency with transportation infrastructure and fee requirements established in approved development plans and agreements.

Responsible Agency/Department: Public Works, Community Development

Funding Source: Development Fees

Time Frame: Ongoing

Related Public Facilities/Growth Management Element Policies: 2.3

5. Coordinate Local and Major Transportation Improvements: To reduce expenditures, improve design and minimize traffic disruption, coordinate local street improvements with major transportation system improvement projects such as the Foothill Circulation Phasing Plan and improvements to the San Diego Freeway. In addition, impacts of major transportation projects (such as traffic disruptions, noise and dust) will be monitored and mitigation will be required.

Responsible Agency/Department: Public Works

Funding Source: Gas Tax Fund, Measure M

Time Frame: Ongoing

Related Circulation Element Policies: 2.2

6. Truck Routes: Designate truck routes in the Planning Area through the designated process for the Foothill Growth Management Area. Truck routes will be located along arterial roadways to minimize the impacts of truck traffic and noise on residential areas.

Responsible Agency/Department: Public Works

Funding Source: General Fund, Gas Tax Revenue

Time Frame: 1994/1995

Related Circulation Element Policies: 2.1

7. Protect Local Streets: To discourage the use of local streets for through traffic, use signage and streetscape to identify arterials for through traffic.

Responsible Agency/Department: Public Works

Funding Source: General Fund

Time Frame: Ongoing

Related Circulation Element Policies: 2.1

TRANSIT, BICYCLE, PEDESTRIAN AND EQUESTRIAN FACILITIES

8. Improved Transit Service: Work with OCTA to improve transit service and encourage ridership through the following actions:

- Require transit facilities in major new development and major rehabilitation projects;
- Coordinate with OCTA to provide transit services between Lake Forest and the Irvine Transportation Center;
- Coordinate with OCTA to expand transit routes to new development in the sphere of influence; and
- Work with OCTA to provide special transit services (such as direct service shuttles) to meet community needs.

Responsible Agency/Department: Community Development, Human Services, Public Works

Funding Source: OCTA, Development Fees, General Fund

Time Frame: Ongoing

Related Circulation Element Policies: 3.1, 3.3, 3.4

9. Regional Public Transportation Facilities: Coordinate with OCTA and Caltrans to develop new regional public transportation support facilities such as park-and-ride lots near the San Diego Freeway and Foothill Transportation Corridor.

Responsible Agency/Department: Public Works, Community Development

Funding Source: OCTA, Caltrans, General Fund

Time Frame: Ongoing

Related Circulation Element Policies: 3.2

10. Bicycle, Riding, and Pedestrian Linkage: For new development projects, require property owners to dedicate land and fund improvements for bicycle, riding and pedestrian linkage to corresponding City systems and activity nodes such as schools and commercial centers. The City will review development in Planned Communities for consistency with requirements in approved development agreements for non-vehicular paths and trails. Where appropriate, the City will encourage developers in Planned Communities to enhance the non-vehicular component of projects. In addition, homeowner associations will be requested to provide pedestrian linkage between residential areas and activity nodes. The City will coordinate with Saddleback Valley Unified School District to identify safe routes between neighborhoods and schools.

Responsible Agency/Department: Public Works, Community Development, Human Services

Funding Source: General Fund, Development Fees

Time Frame: Ongoing

Related Circulation Element Policies: 4.1, 4.2

11. Riding Trails: Coordinate rehabilitation and connection of riding trails with the county regional trails system and adjacent jurisdictions.

Responsible Agency/Department: Human Services

Funding Source: General Fund

Time Frame: Ongoing

Related Circulation Element Policies: 4.2

PARKING

12. Off-Street Parking: To ensure adequate supplies of parking and minimize aesthetic impacts to the community, require sufficient off-street, parking for all development. The parking ordinance will be reviewed periodically to identify modifications to meet current community needs.

Responsible Agency/Department: Community Development

Funding Source: General Fund

Time Frame: Ongoing

Related Circulation Element Policies: 5.1

13. Reduce On-Street Parking: Review the need to reduce or eliminate on-street parking on arterial streets where maximum traffic flow is desired.

Responsible Agency/Department: Public Works

Funding Source: General Fund

Time Frame: Ongoing

Related Circulation Element Policies: 5.2

14. Access Between Parking Areas: To improve overall traffic flow, require shared access between parking areas of adjacent properties for new development on arterial roadways. Shared parking access will also be encouraged for existing development. Shared parking allowances in the City parking ordinance will be considered to further promote shared access.

Responsible Agency/Department: Public Works, Community Development

Funding Source: Development Fees

Time Frame: Ongoing

Related Circulation Element Policies: 5.3

TRANSPORTATION SYSTEM AND DEMAND MANAGEMENT

15. Transportation Demand Management: Adopt a Transportation Demand Management (TDM) ordinance that implements the various provisions of the 1991 Air Quality Management Plan. The ordinance will specify various TDM methods to reduce trips and influence travel modes such as:

- Trip reduction programs for the City as an employer;
- Van pool programs for private employers;

- Employee incentives for public transit use;
- Formation of Transportation Management Associations;
- Trip reduction programs for major commercial centers; and
- Alternative transportation modes for major events.

Responsible Agency/Department: Community Development, Public Works

Funding Source: General Fund, AQMD Revenue

Time Frame: 1994

Related Circulation Element Policies: 6.3

16. Transportation System Management: To maximize the efficiency of the circulation system while minimizing delay and congestion, implement traffic signal coordination, capacity improvements at key intersections and other operational measures. Development proposals will be reviewed for impacts to system operation and mitigation measures will be required where necessary.

Responsible Agency/Department: Public Works, Community Development

Funding Source: General Fund, Development Fees, Gas Tax Revenue

Time Frame: Ongoing

Related Circulation Element Policies: 6.1, 6.2

TRANSPORTATION FINANCING

17. Transportation System Improvement Program: Identify all sources of state, federal and local funding for transportation system improvements. Per Measure M requirements, the City will establish Development Mitigation Program, Comprehensive Phasing Program, Performance Monitoring Program and Capital Improvement Program to guide the construction and funding of transportation system improvements.

Responsible Agency/Department: Public Works

Funding Source: General Fund, Gas Tax Revenue

Time Frame: 1994/1995

Related Circulation Element Policies: 7.1

18. Traffic Fees: Collect fees for traffic impacts of new development projects according to established fee programs, such as the Foothill Transportation Corridor, El Toro Road and Santiago Canyon Road fee programs.

Responsible Agency/Department: Community Development

Funding Source: Development Fees

Time Frame: Ongoing

Related Circulation Element Policies: 7.1

19. Foothill Circulation Phasing Plan: Review development proposals in the Planning Area for consistency with the Foothill Circulation Phasing Plan in conjunction with the county to ensure that required improvements are constructed and required fees are paid.

Responsible Agency/Department: Community Development

Funding Source: Development Fees

Time Frame: Ongoing

Related Circulation Element Policies: 7.1, 7.2

20. Congestion Management Plan and Measure M Revenue: Maintain and apply the standards and programs required to qualify for revenue from the Congestion Management Plan and Measure M (Revised Traffic Improvement and Growth Management Ordinance).

Responsible Agency/Department: Public Works

Funding Source: Congestion Management Plan and Measure M

Time Frame: Ongoing

Related Circulation Element Policies: 7.1, 7.3

RECREATION AND RESOURCE ELEMENT IMPLEMENTATION PROGRAM

The Implementation Program provides strategies to implement the adopted policies and plans identified in the Recreation and Resources Element. As a guide to open space and environmental management, the Implementation Plan will be used by Lake Forest elected officials, City staff, and the community in making daily decisions about parklands, natural and cultural resources, and scenic qualities. A series of programs, consisting of actions, procedures and techniques comprise the Plan and implement specific policy from the Recreation and Resources Element. The Implementation Program achieves community goals of protecting the pleasant living environs in Lake Forest as urbanization continues.

PARKS AND OPEN SPACE

1. Recreation Plan: Implement and periodically update the Recreation Plan, which addresses existing and future facilities and services. In implementing and updating the plan, focus on retrofitting and improving the existing facilities and constructing new facilities in the most cost-effective manner. Improvements and new construction will implement requirements of the American with Disabilities Act (ADA).

Specific actions are identified below:

- Identify potential sites and financing mechanisms to acquire land and construct facilities to meet the recreational needs of the City;
- Develop a central community center and network of smaller recreation centers that include recreation facilities to accommodate provisions for seniors, group activities, sports activities, auditorium, dance hall and play- grounds;
- Accept the dedication of irrevocably offered park sites where appropriate;
- Consider retrofitting existing parks with sports fields and facilities as identified in the Recreation Plan;
- Develop parks, trails identified in the Recreation and Resources Element and Recreation Plan to meet the park standards of 5 acres per 1,000 population.
- Develop local bicycle, riding, and pedestrian trail systems and coordinate improvements to the regional trails system with the County;
- Use community parks and facilities for cultural activities, special events and programs;
- Adopt and maintain a capital improvement program for parkland acquisitions, improvements, existing park retrofits and recreational facilities, and a phasing schedule for commitment of resources including the design and construction of facilities;
- Prepare and update an assessment of the open space and recreational opportunities offered by various

unused open space lands, privately operated facilities and leased open space lands; and

- Use the development review process to ensure installation of trail systems and other complementary facilities, and connection of private open space with the City open space system in residential, commercial, and industrial development.

Responsible Agency/Department: Human Services

Funding Source: General Fund, Development Fees, State and Federal funds

Time Frame: Annually

Related Recreation and Resources Policies: 1.1, 1.2, 1.3, 1.4, 1.5, 1.6, 1.7, 1.8

2. Alternative Parkland Acquisition Methods: Consider alternative parkland acquisition methods in addition to development fees including open space easements, leaseholds, land donations and gift annuities.

Responsible Agency/Department: Human Services

Funding Source: General Fund

Time Frame: Ongoing

Related Recreation and Resource Policies: 1.1

3. Parks for New Development: As new development projects are proposed in Lake Forest, assess the existing park and recreation system according to the standards established in the Recreation and Resources Element. Require dedication of parkland and other public facilities, a fee in lieu thereof, or a combination of both, as a condition of new development pursuant to the Quimby Act. Periodically review park dedication and development fee requirements to ensure they reflect current land and construction costs.

Responsible Agency/Department: Community Development, Human Services

Funding Source: Development Fees

Time Frame: Ongoing

Related Recreation and Resources Policies: 1.1, 1.4

4. Parks in Planned Communities: Review all development proposals within Planned Communities for consistency with parks and open space requirements in the approved development plans and agreements. When amendments to development plans are proposed within Planned Communities, consider impacts to parks, trails and open space and require appropriate mitigation.

Responsible Agency/Department: Community Development

Funding Source: Development Fees

Time Frame: Ongoing

Related Recreation and Resources Policies: 1.1, 1.4

5. Park Maintenance: Properly maintain and operate the grounds and facilities of existing parks to minimize vandalism and crime, affirm safe and pleasant environments, and maximize public use and enjoyment. Enhance the safety and maintenance of existing and future parks by:

- Developing operational maintenance standards to provide quality

maintenance of parks and recreation facilities;

- Evaluating and modifying parkland and facilities design standards and developing a standard list of durable, environmentally sound and economical features and plant materials. Both City parks and parks irrevocably offered for dedication (IOD) to be eventually transferred to the City will be required to incorporate the standards;

- Conducting maintenance impact reports on park designs during the planning process to ensure that measures to reduce maintenance costs have been incorporated;

- Requiring the maintenance of privately owned open space areas and private parks located within subdivisions to be the financial responsibility of benefitting property owners (through homeowners associations and commercial/industrial owners's association), ensuring the provision of adequate notice of this responsibility, and not accepting maintenance responsibilities of such recreational facilities;

- Exploring the use of Special Benefit or Maintenance Districts and/or community facilities districts for future public parks;

- Ensuring that new parklands and recreation facilities are fully improved before accepting maintenance responsibility; and

- Exploring the utilization of private maintenance, where appropriate, to reduce public cost.

Responsible Agency/Department: Public Works, Human Services

Funding Sources: General Fund, Development Fees, Property Owners

Time Frame: Ongoing

Related Recreation and Resources Policies: 1.2, 1.3, 1.4

6. Recreational Opportunities: Provide a full range of recreational opportunities to serve the community by:

- Promoting a high level of public outreach by coordinating with community organizations, special interest groups and private businesses to provide recreational program opportunities, and distributing newsletters or brochures to inform the community of available recreation programs and facilities;

- Coordinating with other agencies/ organizations such as the Saddleback Valley Unified School District, the Youth Activities Coordination Council and other appropriate agencies to achieve maximum utilization of recreation programs and facilities in the community;

- Exploring means to provide programs to those who cannot afford to pay by utilizing corporate sponsorships, volunteers and joint use of school facilities and services; and

- Developing new recreation programs to reflect new needs and interests of the diverse population in Lake Forest.

Responsible Agency/Department: Human Services

Funding Source: General Fund

Time Frame: Ongoing

Related Recreation and Resources Element: 1.5, 1.7

NATURAL RESOURCES AND FEATURES

7. Protect Natural Resources: Assess development proposals for potential impacts to significant natural resources pursuant to the California Environmental Quality Act (CEQA), Natural Communities Conservation Planning Program and associated federal regulation. Require appropriate mitigation for all significant impacts if impact avoidance is not possible. Address the following subjects in impact assessment:

- Riparian and wetland habitat;
- Coastal sage scrub habitat;
- Rare and endangered plant and animal species;
- Wildlife movement corridors;
- Habitat fragmentation; and
- Significant tree stands.

Responsible Agency/Department: Community Development, County Environmental Management Agency

Funding Source: Development Fees

Time Frame: Ongoing

Related Recreation and Resources Element Policies: 2.1

8. Natural Community Conservation Program (NCCP): Consider participation in the county Coastal Sage Scrub Natural Community Conservation Program. In the event the City participates in the NCCP, interim- and implementation-level mitigation measures and mandatory findings will be included in environmental documentation for proposed projects pursuant to NCCP requirements.

Responsible Agency/Department: Community Development, Orange County Environmental Management Agency

Funding Source: General Fund, County, Development Fees

Time Frame: Ongoing

Related Recreation and Resources Element Policies: 2.1

9. Compatible Landscaping: Develop landscape guidelines that promote compatibility with the character of surrounding natural vegetation. Incorporate drought tolerant species to minimize irrigation requirements and design landscapes to minimize fire hazards to adjacent structures.

Responsible Agency/Department: Community Development, Human Services, Public Works, Orange County Fire Department

Funding Source: Development Fees, General Fund

Time Frame: Ongoing

Related Recreation and Resources Element Policies: 2.1

10. Improve Surface Water Quality: To reduce pollutants in urban runoff, require new development projects and substantial rehabilitation projects to incorporate Best Management Practices pursuant to the National Pollution System Discharge Elimination System Permit (NPDES) and the County of Orange Drainage Area Master Plan.

Responsible Agency/Department: Public Works, Community Development, County Environmental Management Agency

Funding Source: Development Fees

Time Frame: Ongoing

Related Recreation and Resources Element Policies: 2.2

11. Improve Drinking Water Quality: High quality drinking water is an important factor in maintaining public health. Coordinate with the local water districts to monitor water quality and construct needed infrastructure improvement projects.

Responsible Agency/Department: Public Works, Local Water Districts

Funding Source: General Fund, Local Water Districts

Time Frame: Ongoing

Related Recreation and Resources Element Policies: 2.2

12. Promote Water Conservation: Encourage water conservation throughout Lake Forest in the following ways:

- Encourage the local water districts serving the Planning Area to expand the production of reclaimed water, and work with the districts to develop new uses for reclaimed water;
- Request the use of drought resistant plant species in landscaping for private and public areas, including parks;
- Work with the local water districts and Saddleback Valley Unified School District to establish water conservation educational programs; and
- Request the incorporation of water conservation devices (including low-flush toilets, flow restriction devices and water conserving appliances) in new development, public projects and rehabilitation projects.

Responsible Agency/Department: Community Development and Public Works, Water Districts, Saddleback Valley Unified School District

Funding Source: Local Water Districts, Development Fees, General Fund and Saddleback Valley Unified School District

Time Frame: Ongoing

Related Recreation and Resources Element Policies: 2.3

13. Protect Important Geologic Features: Assess development proposals for potential impacts to important geologic features pursuant to the California Environmental Quality Act. Require appropriate mitigation measures, including environmentally sensitive site planning and grading, revegetation and open space dedication, for all significant impacts. Consider important topographical features, watershed areas, ridgelines, soils and potential erosion problems in the assessments.

Responsible Agency/Department: Community Development

Funding Source: Development Fees

Time Frame: Ongoing

Related Recreation and Resources Element Policies: 2.4

14. Mining Reclamation: Pursuant to the Surface Mining and Reclamation Act (SMARA), adopt an ordinance to require the reclamation of mineral extraction operations for appropriate future uses. Require implementation of the approved Reclamation Plan for the existing sand and gravel extraction operation.

Responsible Agency/Department: Community Development

Funding Sources: General Fund

Time Frame: Ongoing

Related Recreation and Resources Element Policies: 2.5

15. Protect Significant Resources in Planned Communities: Review all development proposals within Planned Communities to confirm consistency with established development plans and agreements, and to ensure all required mitigation measures from applicable environmental documents are properly implemented and monitored. When amendments to development plans are proposed within Planned Communities, assess potential environmental impacts pursuant to the California Environmental Quality Act.

Responsible Agency/Department: Community Development, County Environmental Management Agency

Funding Source: Development Fees

Time Frame: Ongoing

Related Recreation and Resources Element Policies: 2.1, 2.4

HISTORIC, ARCHAEOLOGIC AND PALEONTOLOGIC RESOURCES

16. Preserve Significant Historic Resources: Assess development proposals for potential impacts to significant historic resources pursuant to Appendix K of the California Environmental Quality Act Guidelines. For structures that potentially have historic significance, require a study conducted by a professional archaeologist or historian to determine the actual significance of the structure and potential impacts of the proposed development. Require modification of projects to avoid significant impacts, or require mitigation measures. Protect historical buildings and sites to the extent possible.

Responsible Agency/Department: Community Development

Funding Source: Development Fees

Time Frame: Ongoing

Related Recreation and Resources Element Policies: 3.1, 3.2

17. Protect Significant Archaeologic Resources: Assess development proposals for potential impacts to significant archaeologic resources pursuant to Appendix K of California Environmental Quality Act Guidelines. Require a study conducted by a professional archaeologist for all development proposals located in areas shown as sensitive on Figure RR-5 in the Recreation and Resources Element. The objective of the study is to determine if significant archeological resources are potentially present and if the project will significantly impact the resources. If significant impacts are identified, either require the project to be modified to avoid the impacts, or require measures to mitigate the impacts. Mitigation may involve archaeological investigation and resource recovery.

Responsible Agency/Department: Community Development Management Agency

Funding Source: Development Fees

Time Frame: Ongoing

Related Recreation and Resources Element Policies: 3.1

18. Protect Significant Paleontologic Resources: Assess development proposals for potential impacts to significant

paleontologic resources pursuant to the California Environmental Quality Act. If the project involves earth work, require a study conducted by a professional paleontologist to determine if paleontologic are present, and if the project will significant impact the resources. If significant impacts are identified, either require the project to be modified to avoid impacting the paleontologic materials, or require measures to mitigate the impacts.

Responsible Agency/Department: Community Development

Funding Source: Development Fees

Time Frame: Ongoing

Related Recreation and Resources Element Policies: 3.1

HUMAN RESOURCES

19. Community Participation in Land Use Decisions: Actively solicit citizen input during the early stages of major public or private development projects and regulatory programs.

Responsible Agency/Department: Community Development

Funding Source: General Fund, Development Fees

Time Frame: Ongoing

Related Recreation and Resources Element Policies: 4.1

20. Community Involvement Through Appointments: To maximize the public benefits of the strong Lake Forest volunteer sector, utilize homeowner associations, community groups, business groups and interested individuals as sources of individual volunteers for important appointed positions on City commissions, boards and tasks forces. As a first step, compile a list of homeowner associations, community groups and business groups within the City and sphere of influence. Make the list available to the City Council, Planning Commission and City Manager for use in recommending and making appointments.

Responsible Agency/Department: Park and Recreation Commission, City Council, Planning Commission, City Manager, Community Development

Funding Source: General Fund

Time Frame: Ongoing

Related Recreation and Resources Element Policies: 4.1, 4.2

21. Multi-Media Communication: Develop a communication strategy to take advantage of various media opportunities including newsletters, information brochures, cable television programming, radio and newspaper announcements, and presentations to community groups.

Responsible Agency/Department: City Manager

Funding Source: General Fund

Time Frame: Ongoing

Related Recreation and Resources Element Policies: 4.1, 4.2, 4.3

SOLID WASTE

22. Source Reduction and Recycling Element: Adopt the City of Lake Forest Source Reduction and Recycling Element (SRRE) pursuant to the state Integrated Waste Management Act (Assembly Bill

939). Until the Lake Forest SRRE is adopted and implemented, operate under the county Integrated Waste Management Plan.

Responsible Agency/Department: Public Works

Funding Source: General Fund, Franchise Fees, Solid Waste Charges

Time Frame: Ongoing

Related Recreation and Resources Element Policies: 5.1

23. Regional Landfill Siting Efforts: Support regional efforts to study expanding the capacity of regional landfills and developing new landfills.

Responsible Agency/Department: Public Works, County of Orange, Southern California Association of Governments

Funding Source: General Fund

Time Frame: Ongoing

Related Recreation and Resources Element Policies: 5.1

AIR QUALITY

The City will participate in regional efforts to improve air quality by implementing measures established in the South Coast Air Quality Management Plan (AQMP). The AQMP measures generally focus on reducing the total number of vehicle trips and improving traffic flow. Additional AQMP measures relate to controlling dust and particulate matter and energy conservation.

24. Participation in Regional Air Quality Programs: Work with the South Coast Air Quality Management District and the Southern California Association of Governments to implement the Air Quality Management Plan and meet federal and state air quality standards for all pollutants. To ensure that new measures can be practically enforced in the Foothill subregion, participate in future amendments and updates of the AQMP.

Responsible Agency/Department: City Manager, Community Development, Public Works

Funding Source: General Fund

Time Frame: Ongoing

Related Recreation and Resources Element Policies: 6.1, 6.2, 6.3, 6.4, 6.5, 6.6, 6.7

25. Transportation Demand Management: Adopt a Transportation Demand Management (TDM) ordinance that implements the provisions of the 1991 Air Quality Management Plan. The ordinance will specify various TDM methods to reduce trips and influence travel modes such as:

- Trip reduction programs for City staff;
- Van pool programs for private employers;
- Employee incentives for public transit use;
- Preferential parking for car pools;
- Formation of Transportation Management Associations;
- Trip reduction programs for major commercial centers; and
- Alternative transportation modes for major events.

Responsible Agency/Department: Community Development, Public Works

Funding Source: AQMD Revenue, General Fund

Time Frame: 1994

Related Recreation and Resources Element Policies: 6.1, 6.2, 6.3

26. Transportation System Management: Implement the programs described in the Circulation and Public Facilities/Growth Management Elements related to TSM to avoid traffic congestion and reduce related emission levels.

Responsible Agency/Department: Public Works, Community Development, County of Orange, Caltrans

Funding Source: Development Fees, Measure M Funds, State and Federal Funding

Time Frame: Ongoing

Related Recreation and Resources Element Policies: 6.1, 6.2, 6.4

27. Improve Jobs-to-Housing Balance: Promote the development of job-generating land uses to improve the balance between jobs and housing. As a result, commuter trips and related emissions will decline.

Responsible Agency/Department: Community Development

Funding Source: General Fund

Time Frame: Ongoing

Related Recreation and Resources Element Policies: 6.1, 6.2, 6.5

28. Minimize Impacts of New Development: Review development proposals for potential air quality impacts pursuant to the California Environmental Quality Act and the South Coast Air Quality Management District CEQA Air Quality Handbook. Reduce impacts using available land use and transportation planning techniques such as:

- Incorporation of public transit stops;
- Pedestrian and bicycle linkage to commercial centers, employment centers, schools and parks;
- Preferential parking for car pools;
- Traffic flow improvements; and
- Employer trip reduction programs.

Responsible Agency/Department: Community Development

Funding Source: Development Fees

Time Frame: Ongoing

Related Recreation and Resources Element Policies: 6.1, 6.2, 6.6

29. Control Dust and Particulate Matter: To reduce dust and particulate matter levels, implement AQMD's fugitive dust control measures such as:

- Restricting outdoor storage of fine particulate matter;
- Requiring liners for truck beds and covering of loads;
- Controlling construction activities and emissions from unpaved areas; and
- Paving areas used for vehicle maneuvering.

Responsible Agency/Department: Community Development, Public Works

Funding Source: General Fund

Time Frame: 1994

Related Recreation and Resources Element Policies: 6.1, 6.2

30. Implement State Energy Performance Requirements: To meet state energy conservation requirements, adopt local legislation to establish, update and implement building code requirements for energy performance according to Title 24 Energy Regulations.

Responsible Agency/Department: Community Development, Public Works

Funding Source: General Fund, Development Fees

Time Frame: Ongoing

Related Recreation and Resources Element Policies: 6.1, 6.2, 6.7

31. Energy Efficient Private Buildings: Encourage project proponents to incorporate energy conservation techniques in proposed projects. Provide brochures with information on energy efficient building and site design at the public counter.

Responsible Agency/Department: Community Development

Funding Source: General Fund, Development Fees

Time Frame: Ongoing

Related Recreation and Resources Element Policies: 6.1, 6.2, 6.7

32. Energy Efficient Public Buildings: Implement energy conservation measures in public buildings through the following actions:

- Promote energy efficient building and site design for all new public buildings during the site development permit process; and
- Install energy saving devices in new public buildings and retrofit existing public buildings.

Responsible Agency/Department: Community Development, Public Works,

Funding Source: Utility Companies (through rebates), General Fund

Time Frame: Ongoing

Related Recreation and Resources Element Policies: 6.1, 6.2, 6.7

33. Promote Energy Retrofit Programs: Promote retrofit programs by the City to reduce energy usage and consequently reduce emissions from energy consumption. Provide informational literature about available retrofit programs at City offices. Inform property owners of retrofit programs when plans for remodeling and rehabilitation projects are submitted.

Responsible Agency/Department: Public Works, Community Development, Southern California Gas Company, Southern California Edison Company

Funding Source: General Fund, Development Fees, Southern California Gas Company, Southern California Edison Company

Time Frame: Ongoing

Related Recreation and Resources Element Policies: 6.1, 6.2, 6.7

SAFETY AND NOISE ELEMENT IMPLEMENTATION PROGRAM

The Lake Forest General Plan is concerned with creating an urban environment that is both safe and pleasant. The Safety and Noise Element establishes policies and plans to achieve these environmental goals. To create a safe environment, the element establishes methods to minimize hazards associated with natural circumstances such as geologic conditions, seismic activity and flooding, and hazards associated with human activities such as aircraft overflights, hazardous materials, fire and crime. To create a pleasant environment, noise sources and planning techniques to reduce noise are identified. This Implementation Program consists of specific programs to achieve the Safety and Noise Element goals and policies. The programs incorporate actions, procedures and techniques to be implemented by City elected officials and staff during future years. Continued implementation of the programs will ensure that hazards to public safety are minimized and residents are protected from excessive noise.

NATURAL HAZARDS AND HUMAN ACTIVITY HAZARDS

1. Avoid Hazards in New Development Within Planned Communities: Prior environmental documentation for Planned Communities may require mitigation measures for potential natural and human activity hazards. Review development proposals and amendments within Planned Communities for consistency with all mitigation measures required by prior environmental documentation.

Responsible Agency/Department: Community Development

Funding Source: Development Fees

Time Frame: Ongoing

Related Safety and Noise Element Policies: 1.1, 1.2, 2.1, 2.2, 2.4, 2.5

2. Avoid Hazards in New Development Outside Planned Communities: Assess development proposals for sites outside of Planned Communities for potential hazards pursuant to the California Environmental Quality Act. Require measures to mitigate all identified significant public safety hazards. Address the following subjects in the assessment.

- Steep slopes, unstable geologic materials and faulting;
- Flooding;
- Brush and structural fires, and adequacy of water pressure for fire fighting purposes;
- Aircraft overflights;
- Hazardous materials use, transport, storage or disposal;
- Abandoned oil wells;
- Ground transportation hazards (rail and roadway system).

In addition, monitor new development outside of the Planning Area for potential hazards to Lake Forest residents and request mitigation measures where appropriate.

Responsible Agency/Department: Community Development, Public Works

Funding Source: Development Fees

Time Frame: Ongoing

Related Safety and Noise Element Policies: 1.1, 1.2, 2.1, 2.2, 2.4, 2.5

3. Open Space Easements for Geologic Hazards: Where geologic instability or presence of faulting is identified, use open space easements and other applicable regulatory techniques to prohibit development and avoid public safety hazards.

Responsible Agency/Department: Community Development

Funding Source: General Fund, Development Fees

Time Frame: Ongoing

Related Safety and Noise Element Policies: 1.1

4. Structural Design: To minimize damage from earthquakes and other geologic activity, implement the most recent state seismic guidelines and guidelines for other geologic hazards for structural design. Particularly emphasize the integrity of structures for inhabitable structures, critical structures and vital emergency facilities.

Responsible Agency/Department: Community Development

Funding Source: General Fund, Development Fees

Time Frame: Ongoing

Related Safety and Element Policies: 1.1

5. Soil and Geologic Surveys: During the review of development proposals, require surveys of soil and geologic conditions by a state-licensed engineering geologist where appropriate. The purpose of the surveys is to determine the geologic stability of the site and identify design measures to minimize geologic hazards. Require the project design recommendations as conditions of project approval.

Responsible Agency/Department: Community Development, Public Works

Funding Source: Development Fees

Time Frame: Ongoing

Related Safety and Noise Element Policies: 1.1

6. Earthquake Preparedness: Promote earthquake preparedness in the community with periodic earthquake awareness programs. The program could include mailing brochures to residences and businesses, press releases, school education programs and presentations to homeowner groups and property managers. Coordinate programs with emergency service providers and the school districts to maximize public participation.

Responsible Agency/Department: Human Services

Funding Source: General Fund, Saddleback Valley Unified School District, County Fire Department, Orange County Sheriff's Department

Time Frame: Annual

Related Safety and Noise Element Policies: 1.1

7. Flood Control Insurance: Participate in the National Flood Insurance Administration (NFIA) program administered through the Federal Emergency Management Agency (FEMA). The NFIA program provides federal flood insurance subsidies and federally financed loans for property owners in flood-prone areas. To qualify for federal flood insurance, the City must identify flood hazard areas and implement a system of protective controls. Areas in the Planning Area prone to flooding have been mapped by FEMA and the City will continue to implement the following land use controls to minimize flooding impacts:

- Floodway - Development is usually prohibited unless encroachment will not obstruct flows or cause increased flood levels.
- Floodway fringe - Development encroachment is permitted if the lowest floor of the structure is one foot above the highest estimated flood elevation.

Responsible Agency/Department: Community Development, Public Works

Funding Source: General Fund

Time Frame: Ongoing

Related Safety and Noise Element Policies: 1.2

8. Flood Control System: Coordinate with the Orange County Flood Control District to ensure regularly scheduled maintenance of flood control channels and completion of necessary repairs. In addition, work with the district to identify new flood control improvements for existing flood hazards and potential hazards from new development, and establish installation programs for improvements. Require detention basins for new development, where necessary, to reduce flooding risks.

Responsible Agency/Department: Public Works, Orange County Flood Control District

Funding Source: Orange County Flood Control District, Development Fees

Time Frame: Ongoing

Related Safety and Noise Element Policies: 1.2

9. Consistency with Airport Environs Land Use Plan (AELUP): For proposed projects within the Planning Area for MCAS El Toro as defined in the AELUP, ensure that projects are consistent with the AELUP by: a) reviewing projects for consistency with the Lake Forest General Plan; b) referring to the Airport Land Use Commission, for a determination of consistency with the AELUP, any proposed development in area that lie above or which would pierce the imaginary surfaces for the MCAS El Toro Airport, as defined in the Federal Aviation Regulations (FAR Part 77); and referring to the Airport Land Use Commission, for a determination of consistency with the AELUP, any proposed development or use which could threaten, endanger or interfere with the aeronautical operations because of height, location, emission of excessive light or glare, the production of a causing steam, smoke, dust, or electronic interference, and any proposed development or use within an Accident Potential Zone. The following projects will also be referred to the Airport Land Use Commission for a determination of consistency: General Plan Amendments, Zoning Ordinance and Building Code Amendments, and Specific Plans. [1]

1 General Plan Amendment 95-01, dated May 16, 1995.

Responsible Agency/Department: Community Development

Funding Source: Development Fees

Time Frame: Ongoing

Related Safety and Noise Element Policies: 2.1

10. Coordination with MCAS El Toro: Coordinate emergency preparedness and land use planning with MCAS El Toro officials. In particular, establish a response plan in case of aircraft accident within or adjacent to the Planning Area boundaries.

Responsible Agency/Department: Human Services, MCAS El Toro, County Fire Department, Orange County Sheriff's Department

Funding Source: General Fund

Time Frame: Ongoing

Related Safety and Noise Element Policies: 2.1

11. Reduce Risks from Hazardous Materials: Minimize public health and environmental risks from the use, transport, storage and disposal of hazardous materials with the following approaches:

- Cooperating with federal, state and local agencies to effectively regulate the management of hazardous materials and hazardous waste;
- Cooperating with the County of Orange to implement applicable portions of the County Hazardous Waste Management Plan;
- Establishing defined transportation routes in the Planning Area for the conveyance of hazardous materials; and
- Developing an emergency response plan for accidents involving hazardous materials.

Responsible Agency/Department: Community Development, Public Works, County of Orange

Funding Source: General Fund, Federal, State and Local Regulatory Agencies

Time Frame: Ongoing

Related Safety and Noise Element Policies: 2.2

12. Household Hazardous Waste Program: Adopt a Household Hazardous Waste Program to protect residents from danger resulting from the use, transportation and disposal of hazardous materials used in the home. The program should include public education about health and environmental hazards of household hazardous materials, and periodic collection campaigns at established sites.

Responsible Agency/Department: Public Works

Funding Source: General Fund

Time Frame: 1994/1995

Related Safety and Noise Element Policies: 2.2, 2.3

13. Promote Fire Prevention: Promote fire prevention in Lake Forest in the following ways:

- Working closely with the Orange County Fire Department to implement fire hazard education and fire

prevention programs, including fuel modification programs;

- Coordinating with the local water districts and Orange County Fire Department to ensure that water pressure for urban areas and sites to be developed is adequate for fire fighting purposes; and

- Adopting and implementing the Uniform Fire Code provisions and appropriate amendments to reflect the unique Lake Forest topography, climate, vegetation and urban form.

Responsible Agency/Department: Community Development, Orange County Fire Department

Funding Source: General Fund, Orange County Fire Department, Development Fees, Property Owners

Time Frame: Ongoing

Related Safety and Noise Element Policies: 2.4

14. Ground Transportation Safety: Several regional ground transportation routes traverse the Planning Area including the Interstate 5, Foothill Transportation Corridor, the railroad and frequently travelled surface roadways. To minimize the potential for accidents involving automobiles, pedestrians and cyclists, work closely with the Orange County Sheriff's Department, OCTA, Amtrak, SCRRA, Santa Fe Railway Company, and the California Highway Patrol to identify safety problems and implement corrective measures.

Responsible Agency/Department: Public Works

Funding Source: General Fund, OCTA, Amtrak, SCRRA, Santa Fe Railway Company, Caltrans, Orange County Sheriff's Department

Time Frame: Ongoing

Related Safety and Noise Element Policies: 2.5

15. Minimize Criminal Activity: Protect residents and businesses from criminal activity by providing substantive levels of police protection, educating the public about methods to reduce criminal activity and continuing the graffiti removal program. The specific actions to implement these goals are identified below:

- When renewing the service contract with the Orange County Sheriff's Department, ensure that contracted staffing levels correspond to the population and geography of Lake Forest, and that sufficient emphasis is placed on staff and programs for crime prevention;

- Ensure that the mutual aid agreements between the Orange County Sheriff's Department and the police departments of surrounding jurisdictions are in place for emergency situations;

- Use defensible space and lighting concepts in development project designs to enhance public safety;

- Coordinate with the Orange County Sheriff's Department to increase public awareness about criminal activity and crime prevention activities. Maximize the use of Neighborhood Watch programs in both residential and business communities;

- Coordinate with the Orange County Sheriff's Department and Saddleback Valley Unified School District to

provide periodic crime prevention programs in local schools; and

- Continue to administer an effective graffiti removal and avoidance program.

Responsible Agency/Department: Human Services, Community Development, Orange County Sheriff's Department

Funding Source: General Fund, Development Fees

Time Frame: Ongoing

Related Safety and Noise Element Policies: 2.6

EMERGENCY PREPAREDNESS

16. Emergency Preparedness Plan: Prepare and maintain an Emergency Preparedness Plan to maximize the efforts of emergency service providers (e.g., fire, medical and law enforcement) and minimize human suffering and property damage during disasters. The plan should identify resources available for emergency response and establish coordinated action plans for specific emergency situations and disasters including earthquake, fire, major rail and roadway accident, flooding, hazardous materials incident, civil disturbance, nuclear attack and incident at San Onofre Nuclear Generating Station.

Responsible Agency/Department: Human Services in coordination with Emergency Service Providers

Funding Source: General Fund

Time Frame: 1994/1995

Related Safety and Noise Element Policies: 4.1

17. Communication Network for Emergencies: Support a high level multi-jurisdictional cooperation and communication for emergency planning and management. Solicit private individuals and organizations to enhance service provider communication and response with cellular telephones, ham radios, AM/FM radio and cable television and Saddleback Valley Unified School District.

Responsible Agency/Department: Human Services

Funding Source: General Fund

Time Frame: Ongoing

Related Safety and Noise Element Policies: 4.1

18. Secure Emergency Facilities: Ensure that all existing and proposed vital facilities, such as hospitals, fire stations and communication stations, are designed and operated to remain functional during a disaster.

Responsible Agency/Department: Community Development, Public Works

Funding Source: General Fund

Time Frame: Ongoing

Related Safety and Noise Element Policies: 4.1

19. Emergency Preparedness Education: Educate residents and businesses to take appropriate action to safeguard life and property during and immediately after emergencies. Education about emergency preparedness can occur through the distribution of brochures, presentations to civic groups and homeowner associations, and instruction in local schools.

Responsible Agency/Department: Human Services, Saddleback Valley Unified School District

Funding Source: General Fund

Time Frame: Ongoing

Related Safety and Noise Element Policies: 4.2

NOISE AND LAND USE PLANNING

20. Compatible Development: Use noise and land use compatibility standards to guide future planning and development decisions. Table SN-2 in the Safety and Noise Element summarizes the standards for acceptable noise levels by land use types. Table SN-3 in the Safety and Noise Element provides criteria for assessing the compatibility of future development with the noise environment. The compatibility criteria are based on the noise standards in Table SN-2. Review development proposals to ensure that the noise standards and compatibility criteria are met. Require mitigation measures, where necessary, to reduce noise levels to meet the noise standards and compatibility criteria.

Responsible Agency/Department: Community Development

Funding Source: Development Fees

Time Frame: Ongoing

Related Safety and Noise Element Policies: 5.1, 5.2

21. Acceptable Noise Levels for New Development: Ensure that new development is exposed to acceptable noise levels. Require acoustical analyses for all proposed development within the 60 dB CNEL contour as shown on Figure SN-4, Future Noise Levels, in the Safety and Noise Element. Also require acoustical analyses for all proposed residential projects in the vicinity of existing and proposed commercial and industrial areas. Where the noise analyses indicate that the noise standards in Table SN-2 will be exceeded, require noise control measures to be incorporated into the proposed development to reduce noise to acceptable levels. Noise control measures may include berms, walls, and sound attenuating architectural design and construction methods. Only permit new development if the noise standards and the City Noise Ordinance can be met.

Responsible Agency/Department: Community Development

Funding Source: Development Fees

Time Frame: Ongoing

Related Safety and Noise Element Policies: 5.1, 5.2

22. Noise Insulation Standards: Enforce the provisions of the State of California Noise Insulation Standards (Title 24) that specify that indoor noise levels for multi-family residential living spaces shall not exceed 45 dB CNEL. The Title 24 noise standard is defined as the combined effect of all noise sources and is implemented when existing or future exterior noise levels exceed 60 dB CNEL. Figure SN-4, Future Noise Levels, will be used to determine where exterior noise levels exceed 60 dB CNEL. Title 24 requires that the standard be applied to all new hotels, motels, apartment houses and dwellings other than single-family dwellings. Also apply the standard to single-family dwellings and condominium conversion projects as official policy.

Responsible Agency/Department: Community Development

Funding Source: Development Fees

Time Frame: Ongoing

Related Safety and Noise Element Policies: 5.1, 5.2

23. Noise Control Coordination: To ensure continued effectiveness of noise control efforts, designate the Community Development Department as the noise control coordinator and charged with the responsibilities of enforcing the City noise policy.

Responsible Agency/Department: Community Development

Funding Source: General Fund

Time Frame: Ongoing

Related Safety and Noise Element Policies: 5.1

TRANSPORTATION NOISE

24. Reduce Roadway Noise: Reduce noise impacts from transportation activity to enhance the quality of the community. Incorporate noise control measures, such as sound walls and berms, into roadway improvement projects to mitigate impacts to adjacent development. Request Caltrans and the Orange County Transportation Corridor Agencies to provide noise control for roadway projects within the Planning Area. Particularly advocate reducing noise impacts from the San Diego Freeway and the Foothill Transportation Corridor.

Responsible Agency/Department: Community Development, Public Works

Funding Sources: General Fund, Development Fees, Measure M Funds, Foothill Circulation Phasing Plan Funds, Gas Tax Revenues

Time Frame: Ongoing

Related Safety and Noise Element Policies: 5.2, 6.1

25. Noise Reduction Information: Provide written information describing methods of retrofitting existing structures and properties to reduce noise impacts, including sound insulation, double-pane glass windows, sound walls, berming and other measures.

Responsible Agency/Department: Community Development

Funding Source: General Fund

Time Frame: 1994/1995

Related Safety and Noise Element Policies: 5.2

26. Minimize Bus and Truck Noise: Periodically review truck and bus routes in the Planning Area for noise impacts to residential and other sensitive land uses. Where noise impacts are identified from truck traffic, modify the designated truck routes to avoid impacts. Where impacts are identified from bus traffic, recommend alternative routes to the Orange County Transportation Authority.

Responsible Agency/Department: Public Works

Funding Source: General Fund

Time Frame: Ongoing

Related Safety and Noise Element Policies: 6.1

27. Vehicle Noise: Coordinate with the Orange County Sheriff's Department and the California Highway Patrol to enforce the California Vehicle Code pertaining to

noise standards for cars, trucks and motorcycles.

Responsible Agency/Department: Community Development

Funding Source: General Fund, Orange County Sheriff's Department, California Highway Patrol

Time Frame: Ongoing

Related Safety and Noise Element Policies: 6.1

28. Reduce Aircraft Noise Impacts: To avoid exposing more residents to excessive aircraft noise, prohibit new residential development within the 65 dB noise contour associated with MCAS El Toro. In addition, encourage City staff and Lake Forest residents to participate in planning programs for current operations at MCAS El Toro.

Responsible Agency/Department: Community Development

Funding Source: General Fund

Time Frame: Ongoing

Related Safety and Noise Element Policies: 6.1

29. Reduce Rail Noise Impacts: Encourage construction of noise barriers along existing residential areas adjacent to the OCTA railroad. To reduce train noise, encourage Southern California Regional Rail Authority, Amtrak and Santa Fe Railway Company to use welded track in good repair, minimize train horn soundings to the extent permitted by law, and use improved vehicle system technology and procedures. Monitor existing operations on the railroad in addition to any plans for future rail infrastructure or service development. Discourage all actions that increase noise levels unless impacts are mitigated to comply with the Noise Element standards.

Responsible Agency/Department: Public Works, Community Development, Southern California Regional Rail Authority, Amtrak, Santa Fe Railway Company

Funding Source: General Fund, OCTA, Santa Fe Railway Company

Time Frame: Ongoing

Related Safety and Noise Element Policies: 6.1

NON-TRANSPORTATION NOISE

30. Noise Ordinance: Continue to enforce the Noise Ordinance to protect residents from excessive noise levels from stationary sources. The ordinance provides protection from non-transportation related noise sources such as music, machinery, pumps, air conditioners and truck traffic on private property. Periodically evaluate ordinance for adequacy and revised, as needed, to address community needs and changes in legislation and technology.

Responsible Agency/Department: Community Development

Funding Source: General Fund

Time Frame: Ongoing

Related Safety and Noise Element Policies: 7.1

31. Minimize Commercial Noise: Amend the City Noise Ordinance to limit delivery hours for stores with loading areas or docks that front, side, border or gain access on driveways next to residential and other noise sensitive areas. Only approve exceptions if full compliance with

the nighttime limits of the noise ordinance is achieved.

Responsible Agency/Department: Community Development

Funding Source: General Fund

Time Frame: Ongoing

Related Safety and Noise Element Policies: 7.1

32. Minimize Construction Noise: Require all construction activity to comply with the limits established in the City Noise Ordinance.

Responsible Agency/Department: Community Development

Funding Source: General Fund, Development Fees

Time Frame: Ongoing

Related Safety and Noise Element Policies: 7.1

33. City Noise Compliance: All City departments and agencies will comply with local, state and federal noise standards, including state and federal OSHA standards. All new equipment or vehicle purchases will comply with local, state and federal noise standards. Such equipment includes compressors, air conditioners, leaf blowers and other fixed and mobile machinery. Purchase noise producing equipment with the necessary noise abating equipment installed.

Responsible Agency/Department: Community Development

Funding Source: General Fund

Time Frame: Ongoing

Related Safety and Noise Element Policies: 7.1

34. Roadway Construction Projects: Ensure that improvements and maintenance for City streets include the use of low-noise generating paving materials.

Responsible Agency/Department: Public Works

Funding Source: General Fund, Measure M Revenue, Development Fees, Other State and Federal Sources, and Gas Tax Revenue

Time Frame: On-going

Related Safety and Noise Element Policies: 6.1

35. City Contracts: Reduce the noise impacts associated with City services acquired through contracts with other public and private entities, such as street sweeping, solid waste removal and transport, landscaping maintenance, construction projects and emergency services.

Responsible Agency/Department: Community Development, Public Works, Human Services

Funding Source: City Service Contracts

Time Frame: On-going

Related Safety and Noise Element Policies: 5.1, 6.1, 7.1

PUBLIC FACILITIES/GROWTH MANAGEMENT ELEMENT IMPLEMENTATION PROGRAM

This Implementation Program consists of programs to implement the Public Facilities/Growth Management Element. Long-range goals and related policies are established in the element for planning public facilities (such as water and sewer service, roads, fire protection and schools) for anticipated development and population growth. The element contains other goals and policies to balance development in Lake Forest with regional infrastructure. Programs in this Implementation Plan are designed to achieve the Public Facilities/Growth Management Element goals and policies. The programs incorporate actions, procedures and techniques to be implemented by City elected officials and staff in future years. Continued implementation of the programs will ensure that adequate public facilities and services are available to meet the demands of new development.

WATER AND SEWER SERVICE

1. Public Facilities/Services Advisory Network: Establish an advisory network composed of representatives of local public facility and service providers, including water and sewer districts. One of the purposes of the advisory network is to ensure that community needs for water and sewer service are being met, and the capacity of infrastructure is adequate.

Responsible Agency/Department: Public Works, Community Development, Los Alisos Water District, El Toro Water District, Irvine Ranch Water District, Trabuco Canyon Water District

Funding Source: General Fund, Water Districts

Time Frame: Ongoing

Related Public Facilities/Growth Management Policies: 1.1

2. Water and Sewer Service for Planned Communities: Review development proposals and amendments within Planned Communities for consistency with water and sewer infrastructure requirements established in approved development plans and agreements.

Responsible Agency/Department: Public Works, Community Development

Funding Source: Development Fees

Time Frame: Ongoing

Related Public Facilities/Growth Management Element Policies: 1.1

3. Water and Sewer Service for Proposed Development Outside Planned Communities: For proposed development projects outside of Planned Communities, require appropriate engineering studies to determine water and sewer infrastructure requirements. Require the recommendations of the studies to be incorporated into the design of projects. Early engineering studies will allow the City and water districts to anticipate water

and sewer infrastructure impacts prior to development, and permit more time to plan required improvements. Require the dedication of necessary right-of-way and construction of water and sewer infrastructure improvements for all development projects.

Responsible Agency/Department: Public Works, Community Development, Los Alisos Water District, El Toro Water District, Irvine Ranch Water District, Trabuco Canyon Water District

Funding Source: Development Fees

Time Frame: Ongoing

Related Public Facilities/Growth Management Element Policies: 1.1

NATURAL GAS, ELECTRICITY AND COMMUNICATIONS

4. Public Facilities/Services Advisory Network: Establish an advisory network composed of representatives of local public facility and service providers including local power providers (Southern California Gas Company and Southern California Edison Company), and communication service providers (Pacific Bell and Dimension Cable). One of the purposes of the advisory network is to ensure that community needs for energy and communication services are being met.

Responsible Agency/Department: Public Works, Community Development, Southern California Gas Company, Southern California Edison Company, Pacific Bell, Dimension Cable

Funding Source: General Fund, Power Providers, Communication Service Providers

Time Frame: Ongoing

Related Public Facilities/Growth Management Element Policies: 2.1

5. Power and Communication Service for Planned Communities: Review development proposals and amendments within Planned Communities for consistency with power and communication infra-structure requirements established in approved development plans and agreements.

Responsible Agency/Department: Public Works, Community Development, Southern California Gas Company, Southern California Edison Company

Funding Source: Development Fees

Time Frame: Ongoing

Related Public Facilities/Growth Management Element Policies: 2.1

6. Power and Communication Service for Proposed Development Outside Planned Communities: For proposed development projects outside of Planned Communities, require appropriate studies to be prepared to determine requirements for natural gas, electricity, telephone and cable infrastructure. Review the recommendations of the studies to be incorporated into the design of projects. Require the dedication of necessary right-of-way for all development projects.

Responsible Agency/Department: Public Works, Community Development, Southern California Gas Company, Southern California Edison Company

Funding Source: Development Fees

Time Frame: Ongoing

Related Public Facilities/Growth Management Element Policies: 2.1

FIRE PROTECTION AND LAW ENFORCEMENT

7. Public Facilities/Services Advisory Network: Establish an advisory network composed of representatives of local public facility and service providers including the Orange County Fire Department and Orange County Sheriff's Department. One of the purposes of the advisory network is to ensure that community needs for fire protection and police services are being met.

Responsible Agency/Department: Human Services, Public Works, Community Development, Orange County Fire Department, Orange County Sheriff's Department

Funding Source: General Fund, Orange County Fire Department, Orange County Sheriff's Department

Time Frame: Ongoing

Related Public Facilities/Growth Management Element Policies: 3.1

8. Fire and Police Facilities for Planned Communities: Review development proposals and amendments within Planned Communities for consistency of fire and police facility requirements established in approved development plans and agreements.

Responsible Agency/Department: Public Works, Community Development, Human Services

Funding Source: Development Fees

Time Frame: Ongoing

Related Public Facilities/Growth Management Element Policies: 3.1

9. Service Contract Renewal: When the City renews its service contract with the Orange County Sheriff's Department, consider the following issues :

- Service standards in Lake Forest;
- The staffing levels identified in the service contracts should reflect the established service standards, community population, crime conditions, geography of the service area and availability of funds;
- The contracts should include service to development that will be constructed during the terms of the contracts; and
- The size of Fire and Orange County Sheriff's Department facilities in the City should accommodate staff and equipment and the distribution of facilities should maximize emergency response times. Facility improvements to accommodate new development should be addressed in the contracts.

Responsible Agency/Department: Human Services, Community Development, Orange County Fire Department, Orange County Sheriff's Department

Funding Source: General Fund

Time Frame: Renewal of Service Contracts with County Fire Department and Orange County Sheriff's Department

Related Public Facilities/Growth Management Element Policies: 3.1, 3.2

FLOOD CONTROL

10. Public Facilities/Services Advisory Network: Establish an advisory network composed of representatives of local public facility and service providers including the Orange County Flood Control District. One of the purposes of the advisory network is to ensure that community needs for flood control and infrastructure maintenance are being met.

Responsible Agency/Department: Public Works, Community Development, Orange County Flood Control District

Funding Source: General Fund

Time Frame: Ongoing

Related Public Facilities/Growth Management Element Policies: 4.1

11. Flood Control Facilities for Planned Communities: Review development proposals and amendments within Planned Communities for consistency with flood control requirements established in approved development plans and agreements.

Responsible Agency/Department: Public Works, Community Development, Orange County Flood Control District

Funding Source: Development Fees

Time Frame: Ongoing

Related Growth Management/Public Facilities Element Policies: 4.1

12. Flood Control Facilities for Proposed Development Outside Planned Communities: For proposed development outside of Planned Communities, require appropriate engineering studies to be prepared to determine required flood control facilities. Require the recommendations of the studies to be incorporated into the design of projects. Early engineering studies will allow the City and Orange County Flood Control District to anticipate drainage impacts prior to development, and permit more time to plan required improvements. Require the construction of flood control facilities for all development projects.

Responsible Agency/Department: Public Works, Community Development, Orange County Flood Control District

Funding Source: Development Fees

Time Frame: Ongoing

Related Policies: 4.1

13. Flood Control Program: In concert with the Orange County Flood Control District, identify deficiencies in the local storm drainage system and determine maintenance requirements. Develop a program to replace aging or inadequate components of the drainage system. Prioritize improvements so that greater drainage problems are fixed before minor ones.

Responsible Agency/Department: Public Works, Community Development, Orange County Flood Control District

Funding Source: General Fund

Time Frame: 1994/1995

Related Growth Management/Public Facilities Element Policies: 4.1

LIBRARIES

14. Public Facilities/Services Advisory Network: Establish an advisory network composed of representatives of local

public facility and service providers including the Orange County Public Library. One of the purposes of the advisory network is to ensure that community needs for library services are being met.

Responsible Agency/Department: Public Works, Community Development, Human Services, Orange County Library

Funding Source: General Fund

Time Frame: Ongoing

Related Public Facilities/Growth Management Element Policies: 5.1

15. Library Facilities for New Development: Review development proposals and amendments within Planned Communities for consistency with library impact fees required by approved development plans and agreements. Assess proposed development outside of Planned Communities for library impact fees in conjunction with the Orange County Public Library.

Responsible Agency/Department: Public Works, Community Development, Orange County Public Library

Funding Source: Development Fees

Time Frame: Ongoing

Related Public Facilities/Growth Management Policies: 5.1

SCHOOLS

16. Public Facilities/Services Advisory Network: Establish an advisory network composed of representatives of local public facility and service providers including Saddleback Valley Unified School District. One of the purposes of the advisory network is to ensure that community needs for public education are being met.

Responsible Agency/Department: Public Works, Community Development, Human Services, Saddle-back Valley Unified School District

Funding Source: General Fund

Time Frame: Ongoing

Related Public Facilities/Growth Management Element Policies: 6.1

17. Schools for Planned Communities: Review development proposals and amendments within Planned Communities for consistency with school facility requirements established in approved development plans and agreements. Work with the district to collect student impact fees.

Responsible Agency/Department: Public Works, Community Development, Saddle-back Valley Unified School District

Funding Source: Development Fees

Time Frame: Ongoing

Related Public Facilities/Growth Management Element Policies: 6.1

18. Schools for Proposed Development Outside Planned Communities: For proposed development projects outside Planned Communities, determine anticipated student generation in conjunction with Saddleback Valley Unified School District. Work with the District to collect student impact fees. Require the dedication of necessary school sites where appropriate.

Responsible Agency/Department: Public Works, Community Development, Saddleback Valley Unified School District

Funding Source: Development Fees

Time Frame: Ongoing

Related Public Facilities/Growth Management Element Policies: 6.1

19. SVUSD Master Plan: Work with Saddleback Valley Unified School District in future updates of the Master Plan. Provide information about existing and planned land use to the District. Coordinate with the District in establishing new school facility sites, student generation formulas and facility improvement plans.

Responsible Agency/Department: Community Development, Saddleback Valley Unified School District

Funding Source: General Fund

Time Frame: Ongoing

Related Public Facilities/Growth Management Element Policies: 6.1

TRANSPORTATION

20. Roadway Levels of Service: As development occurs, the City will maintain the roadway service standards established in the Circulation Element. Evaluate development proposals for impacts to roadway system. Where projects will cause traffic levels to exceed the identified service standards, require the developer to construct roadway improvements to avoid excessive traffic levels. Enforce the LOS goals through conditions of approval and monitored annually through the Performance Monitoring Program.

Responsible Agency/Department: Public Works, Community Development

Funding Source: Development Fees, Measure M Transportation Funds, State and Federal Transportation Funds

Time Frame: Ongoing

Related Public Facilities/Growth Management Element Policies: 7.1

21. Intersection Levels of Service: Within three years of the issuance of the first building permit for a development or within five years of issuing the first grading permit for said development project, whichever occurs first, ensure that the necessary improvements to transportation facilities to which the project contributes measurable traffic are constructed and completed to attain Level of Service (LOS) D at the intersections under the sole control of the City. Intersections under the jurisdiction of another city, county or state are exempt from this requirement. Intersections on the Deficient Intersection List established either by the City or the Foothill Growth Management Area are also exempt.

Responsible Agency/Department: Public Works, Community Development

Funding Source: Development Fees

Time Frame: Ongoing

Related Public Facilities/Growth Management Element Policies: 7.1

22. Deficient Intersection Fees: Assess a mitigation fee (called "Deficient Intersection Fee") for all development contributing measurable impacts to intersections on the Deficient Intersection List, and all projects contributing cumulatively ten percent or more of the traffic using an intersection. The fee is

determined by the jurisdictions in the Foothill Growth Management Area and shall be administered locally as part of the City's Capital Improvement Program. Establish a Deficient Intersection Fund to make intersection improvements to achieve the LOS standards established in the General Plan.

Responsible Agency/Department: Public Works, Community Development

Funding Source: Development Fees

Time Frame: Ongoing

Related Public Facilities/Growth Management Element Policies: 7.1

23. Transportation System Improvement Program: Continue to collect Transportation System Improvement Program (TSIP) fees for transportation improvements within City boundaries. Work with jurisdictions within the Foothill Growth Management Area to determine acceptable fees for regional impacts. The regional fees may be assessed as necessary in addition to the City's TSIP fees to cover shortfalls that may not be generated by the established fee program.

Responsible Agency/Department: Public Works, Community Development

Funding Source: Development Fees, General Fund

Time Frame: Ongoing

Related Public Facilities/Growth Management Element Policies: 7.1

24. Street Improvements: Require development fees to pay the cost of street improvements associated with their development, including regional traffic mitigation. New revenues generated from Measure M shall not be used to replace private developer funding committed for a specific project.

Responsible Agency/Department: Public Works, Community Development

Funding Source: Development Fees

Time Frame: Ongoing

Related Public Facilities/Growth Management Element Policies: 7.1

25. Development Phasing: Establish a development phasing program for all new development. The program must phase approval of development with improvements to roadway capacity and include the following components:

- An overall development plan that demonstrates the ability of the infrastructure to support planned development;
- Inclusion of the development phasing plan in the development review and entitlement process, and approval of the phasing plan prior to issuance of building or grading permits; and
- A monitoring provision whereby the City shall monitor the implementation of the development phasing plan of each new development project on an annual basis and prepare a report indicating the status of the development approval, required traffic improvements, and relationship between development and traffic improvement.

Responsible Agency/Department: Public Works, Community Development

Funding Source: Development Fees, Development Fees

Time Frame: Ongoing

Related Public Facilities/Growth Management Element Policies: 7.1

26. Performance Monitoring Program: Prepare a Performance Monitoring Program to annually evaluate compliance with development phasing programs for all on-going development projects, and maintenance of transportation service levels.

Responsible Agency/Department: Public Works, Community Development

Funding Source: General Fund

Time Frame: 1994/1995

Related Public Facilities/Growth Management Element Policies: 7.1

27. Capital Improvement Fund: Adopt and maintain a seven-year Capital Improvement Program to conform to the provisions of Measure M and maintain adopted transportation service levels.

Responsible Agency/Department: Public Works, Community Development

Funding Source: General Fund

Time Frame: Ongoing

Related Public Facilities/Growth Management Element Policies: 7.1

JOBS/HOUSING BALANCE

28. Improve Jobs/Housing Balance: To the extent possible, improve the balance between jobs and housing in Lake Forest and the region through land use decisions. Substantial acreage is designated in the General Plan Land Use Element for development that generates jobs such as commercial, office and light industrial. Work with property owners to develop areas with such designations to provide new employment opportunities for residents of Lake Forest and nearby communities.

Responsible Agency/Department: Community Development, City Council

Funding Source: General Fund

Time Frame: Ongoing

Related Public Facilities/Growth Management Element Policies: 8.1

INTERJURISDICTIONAL COORDINATION AND COOPERATION

29. Interjurisdictional Planning Forums: Participate in inter-jurisdictional planning forums in the following ways:

- Cooperate with the County of Orange, the Orange County Transportation Authority (OCTA) and other local jurisdictions through the Regional Advisory and Planning Council (RAPC), or other appointed bodies, to implement Measure M and the development of future revisions;

- Work with interjurisdictional forums (such as the City-County Coordinating Committee) to make sure that the City's fees are consistent with minimally acceptable impact fees for application in the Foothill Growth Management Area (GMA);

- Participate in the interjurisdictional planning forums for the Foothill GMA to discuss implementing traffic improvements, cooperative land use planning and appropriate mitigation measure for development projects with multi-jurisdictional impacts;

- Work with interjurisdictional planning forums to improve the subregional balance of jobs and housing;

- Cooperate with the County of Orange in implementing the Facility Implementation Plans and collaborating in the Development Monitoring Program;

- Cooperate with state, county and local governments in planning and implementing the City's Circulation Element, and coordinating efforts to ensure orderly development; and

- Coordinate population, housing, employment and land use projections with the state Department of Finance, Southern California Association of Governments (SCAG), the County of Orange Development Monitoring Program, and local school and water districts.

Responsible Agency/Department: Community Development, Public Works

Funding Source: General Fund

Time Frame: Ongoing

Related Public Facilities/Growth Management Element Policies: 9.1

30. Interjurisdictional Congestion Management Planning: Continue to cooperate with the County of Orange in annually updating the Congestion Management Plan (CMP) pursuant to AB 471 requirements. Participating in the annual CMP update will ensure that the City receives its share of state gasoline sales tax revenue for transportation improvements.

Responsible Agency/Department: Public Works

Funding Source: General Fund

Time Frame: Ongoing

Related Public Facilities/Growth Management Element Policies: 9.1

31. Regional Development Monitoring: Monitor proposals for major new development in areas outside of Lake Forest for potential impacts to the region and the City. Monitor regional and local transportation system, air quality impacts, open space and sensitive habitat fragmentation, impacts to regional landfill capacity, and exacerbation of the regional jobs/housing imbalance.

Responsible Agency/Department: Community Development

Funding Source: General Fund

Time Frame: Ongoing

Related Public Facilities/Growth Management Element Policies: 9.1 and 9.2

APPENDIX B:
GENERAL PLAN GLOSSARY

LAKE FOREST

GENERAL PLAN

GENERAL PLAN GLOSSARY

Access - A way of approaching or entering a property, including ingress (the right to enter) and egress (the right to leave).

Acres, Net - The portion of a site that can actually be built upon. The following generally are not included in the net acreage of a site: public or private road rights--of-way, public open space, and flood ways.

ADT - Average daily trips made by vehicles in a 24-hour period.

Air Basin - One of 14 self-contained regions of California minimally influenced by air quality in contiguous regions.

Air Pollutant Emissions - Discharges into the atmosphere, usually specified in terms of weight per unit of time for a given pollutant from a given source.

Air Pollution - The presence of contaminants in the air in concentrations that exceed naturally occurring quantities and are undesirable or harmful.

Air Quality Standards - The prescribed (by the Environmental Protection Agency and the California Air Resources Board) level of pollutants in the outside air that cannot be exceeded legally during a specified time in a specified geographical area.

ALUC - Airport Land Use Commission.

Ambient Noise Level - The overall noise from all sources near and far. In this context, the ambient noise level constitutes the normal or existing level of environmental noise at a given location.

Amtrak (or National Passenger Railroad Administration) - railway operator providing intercity passenger service.

Annexation - The incorporation of a land area into an existing city with a resulting change in the boundaries of that city.

Application For Development - The application form(s) and all accompanying documents and exhibits required of an applicant by an approving authority for development review by governmental agency(s).

Aquifer - An underground bed or layer of earth, gravel or porous stone that contains water.

Archaeological Site - Land or water areas which show evidence of human, plant or animal activity, usually dating from periods of which only vestiges remain.

Arterial - A major street carrying the traffic of local and collector streets to and from freeways and other major streets, with controlled intersections and generally providing direct access to nonresidential properties.

Assisted Housing - Generally multi-family rental housing, but sometimes single-family ownership units, whose construction, financing, sales prices, or rents have been subsidized by federal, state, or local housing programs including, but not limited to, Federal Section 8 (new construction, substantial rehabilitation, and loan management set-asides), Federal Sections 213, 236, and 202, Federal Section 221(d)(3) (below-market interest rate program), Federal Section 101 (rent supplement assistance), CDBG, FmHA Section 515, multi-family mortgage revenue bond programs, local redevelopment and in lieu fee programs, and units developed pursuant to local inclusionary housing and density bonus programs.

AT&SF (or Santa Fe) - The Atchison, Topeka & Santa Fe Railway Company. AT&SF provides operation of freight service.

A-Weighted Decibel (dBA) - A numerical method of rating human judgement of loudness. The A-weighted scale reduces the effects of low and high frequencies in order to simulate human hearing.

Base Flood Elevation - The highest elevation, expressed in feet above sea level, of the level of flood waters expected to occur during a 100-year flood (i.e., a flood that has 1 percent likelihood of occurring in any given year).

Benefit Assessment District - An area within a public agency's boundaries which receives a special benefit from the construction of one or more public facilities. A Benefit Assessment District has no legal life of its own and cannot act by itself. It is strictly a financing mechanism for providing public infrastructure as allowed under the Streets and Highways Code. Bonds may be issued to finance the improvements, subject to repayment by assessments charged against the benefitting properties. Creation of a Benefit Assessment District enables property owners in a specific area to cause the construction of public facilities or to maintain them (for example, a downtown, or the grounds and landscaping of a specific area) by contributing their fair share of the construction and/or installation and operating costs.

Bicycle Lane (Class II facility) - A corridor expressly reserved for bicycles, existing on a street or roadway in addition to any lanes for use by motorized vehicles.

Bicycle Path (Class I facility) - A paved route not on a street or roadway and expressly reserved for bicycles traversing an otherwise unpaved area. Bicycle paths may parallel roads but typically are separated from them by landscaping.

Bicycle Route (Class III facility) - A facility shared with motorists and identified only by signs, a bicycle route has no pavement markings or lane stripes.

Bikeways - A term that encompasses bicycle lanes, bicycle paths, and bicycle routes.

Blight - A condition of a site, structure, or area that may cause nearby buildings and/or areas to decline in attractiveness and/or utility. The Community Redevelopment Law (Health and Safety Code, Sections 33031 and 33032) contains a definition of blight used to determine eligibility of proposed redevelopment project areas.

Buffer - A strip of land designated to protect one type of land use from another with which it is incompatible. Where a commercial district abuts a residential district, for example, additional use, yard, or height restrictions may be imposed to protect residential properties. The term may also be used to describe any zone that separates two unlike zones such as a multi-family housing zone between single-family housing and commercial uses.

Building - Any structure having a roof supported by columns or walls and intended for the shelter, housing or enclosure of any individual, animal, process, equipment, goods or materials of any kind or nature.

California Environmental Quality Act (CEQA) - A State law requiring State and local agencies to regulate activities with consideration for environmental protection. If a proposed activity has the potential for a significant adverse environmental impact, an Environmental Impact Report (EIR) must be prepared and certified as to its adequacy before taking action on the

proposed project. General Plans require the preparation of a "program EIR."

California Housing Finance Agency (CHFA) - A State agency, established by the Housing and Home Finance Act of 1975, which is authorized to sell revenue bonds and generate funds for the development, rehabilitation, and conservation of low- and moderate-income housing.

Caltrans - California Department of Transportation.

Capital Improvement Program (CIP) - A proposed timetable or schedule of all future capital improvements (government acquisition of real property, major construction project, or acquisition of long lasting, expensive equipment) to be carried out during a specific period and listed in order of priority, together with cost estimates and the anticipated means of financing each project. Capital improvement programs are usually projected five or six years in advance and should be updated annually.

Census - The official decennial enumeration of the population conducted by the federal government.

City - City, with a capital "C," generally refers to the government or administration of a city. City, with a lower case "c" may mean any city.

Clean Air Act - Federal legislation establishing national air quality standards.

Clustered Development - Development in which a number of dwelling units are placed in closer proximity than usual, or are attached, with the purpose of retaining an open space area.

Collector - A street for traffic moving between arterial and local streets, generally providing direct access to properties.

Community Care Facility - Any facility, place, or building which is maintained and operated to provide nonmedical residential care, day treatment, adult day care, or foster family agency services for children, adults, or children and adults, including, but not limited to, the physically handicapped, mentally impaired, incompetent persons, and abused or neglected children, and includes residential facilities, adult day care facilities, day treatment facilities, foster family homes, small family homes, social rehabilitation facilities, community treatment facilities, and social day care facilities.

Community Development Block Grant (CDBG) - A grant program administered by the U.S. Department of Housing and Urban Development (HUD) on a formula basis for entitlement communities, and by the State Department of Housing and Community Development (HCD) for non-entitled jurisdictions. This grant allots money to cities and counties for housing rehabilitation and community development, including public facilities and economic development.

Community Facilities District (CFD) - Under the Mello-Roos Community Facilities Act of 1982 (Government Code Section 53311 et seq), a legislative body may create within its jurisdiction a special district that can issue tax-exempt bonds for the planning, design, acquisition, construction, and/or operation of public facilities, as well as provide public services to district residents. Special tax assessments levied by the district are used to repay the bonds.

Community Noise Equivalent Level (CNEL) - The average equivalent sound level during a 24-hour day, obtained after addition of five decibels to sound levels in

the evening from 7 p.m. to 10 p.m. and after addition of 10 decibels to sound levels in the night after 10 p.m. and before 7 a.m. See also "A-Weighted Decibel."

Community Redevelopment Agency (CRA) - A local agency created under California Redevelopment Law, or a local legislative body which has elected to exercise the powers granted to such an agency, for the purpose of planning, developing, replanning, redesigning, clearing, reconstructing, and/or rehabilitating all or part of a specified area with residential, commercial, industrial, and/or public (including recreational) structures and facilities. The redevelopment agency's plans must be compatible with adopted community General Plans.

Compatibility - The characteristics of different uses or activities that permit them to be located near each other in harmony and without conflict. The designation of permitted and conditionally permitted uses in zoning districts are intended to achieve compatibility within the district. Some elements affecting compatibility include: intensity of occupancy as measured by dwelling units per acre; pedestrian or vehicular traffic generated; volume of goods handled; and such environmental effects as noise, vibration, glare, air pollution, or the presence of hazardous materials. On the other hand, many aspects of compatibility are based on personal preference and are much harder to measure quantitatively, at least for regulatory purposes.

Comprehensive Phasing Plan (CPP) - A road improvement and financing plan which responds to the level of service requirements of the Circulation Element. With regard to road improvements, a CPP must include level of service requirements and take into account measurable traffic impacts on the circulation system.

Condominium - A building, or group of buildings, in which units are owned individually, and the structure, common areas and facilities are owned by all the owners on a proportional, undivided basis.

Congestion Management Plan (CMP) - A mechanism employing growth management techniques, including traffic level of service requirements, development mitigation programs, transportation systems management, and capital improvement programming, for the purpose of controlling and/or reducing the cumulative regional traffic impacts of development. AB 1791, effective August 1, 1990, requires all cities, and counties that include urbanized areas, to adopt and annually update a Congestion Management Plan.

Congregate Care Housing - Generally defined as age-segregated housing built specifically for the elderly which provides services to its residents, the minimum of which is usually an on-site meal program, but which may also include housekeeping, social activities, counseling, and transportation. There is generally a minimum health requirement for acceptance into a congregate facility as most do not offer supportive health care services, thus differing from a nursing home. Residents usually have their own bedrooms and share common areas such as living rooms, dining rooms, and kitchens; bathrooms may or may not be shared.

Conservation - The management of natural resources to prevent waste, destruction or neglect.

Cooperative - A group of dwellings or an apartment building that is jointly owned by the residents, the common ownership including the open space and all other parts of the property. The purchase of stock entitles the buyer to sole occupancy, but not the individual ownership of a specified unit.

Council of Governments (COG) - A regional planning and review authority whose membership includes representation from all communities in the designated region. The Southern California Association of Governments (SCAG) and the San Bernardino Association of Governments (SANBAG) are examples of COGs in Southern California.

Coverage - The proportion of the area of the footprint of a building to the area of the lot on which its stands.

CRA - Community Redevelopment Agency.

Critical Facility - Facilities housing or serving many people which are necessary in the event of an earthquake or flood, such as hospitals, fire, police, and emergency service facilities, utility "lifeline" facilities, such as water, electricity, and gas supply, sewage disposal, and communications and transportation facilities.

Critical Movement - Any of the conflicting through or turning movements at an intersection which determine the allocation of green signal time.

Cumulative Impact - As used in CEQA, the total impact resulting from the accumulated impacts of individual projects or programs over time.

Day-Night Average Level (Ldn) - The average equivalent sound level during a 24-hour day, obtained after addition of 10 decibels to sound levels in the night after 10 p.m. and before 7 a.m. See also "Community Noise Equivalent Level."

Decibel (dB) - A unit for describing the amplitude of sound, as it is heard by the human ear. See also "A-Weighted Decibel," "Community Noise Equivalent Level," and "Day-Night Average Level."

Dedication - The turning over by an owner or developer of private land for public use, and the acceptance of land for such use by the governmental agency having jurisdiction over the public function for which it will be used. Dedications for roads, parks, school sites, or other public uses often are made conditions for approval of a development by a city.

Deficient Intersection Fund - A trust fund established to implement necessary improvements to existing intersections which do not meet the level of service standards.

Deficient Intersection List - An existing deficient intersection that does not meet the established level of service standard, where there are seemingly no opportunities for making any conventional geometric improvements within the current seven-year Measure M capital improvement program.

Density - The number of families, individuals, dwelling units or housing structures per unit of land; usually density is expressed "per acre." Thus, the density of a development of 100 units occupying 20 acres is 5.0 units per acre.

Density Bonus - The allocation of development rights that allow a parcel to accommodate additional square footage or additional residential units beyond the maximum for which the parcel is zoned, usually in exchange for the provision or preservation of an amenity at the same site or at another location.

Density Transfer - A way of retaining open space by concentrating densities, usually in compact areas adjacent to existing urbanization and utilities, while leaving unchanged historic, sensitive, or hazardous areas.

Developer - An individual who or business which prepares raw land for the construc-

tion of buildings or causes to be built physical building space for use primarily by others, and in which the preparation of the land or the creation of the building space is in itself a business and is not incidental to another business or activity.

Development - The division of a parcel of land into two or more parcels; the construction, reconstruction, conversion, structural alteration, relocation or enlargement of any structure; any mining, excavation, landfill or land disturbance, and any use or extension of the use of land.

Development Impact Fees - A fee or charge imposed on developers to pay for the costs to the City of providing services to a new development.

Development Phasing Program - A program which establishes the requirement that the issuance of building and grading permits shall be phased in a manner that assures implementation of required transportation improvements within the City. However, through the CEQA process, the City may tie the phasing of development to improvements outside of the City as a mitigation measures/conditions of approval for project-generated traffic impact fees. The City shall specify the order of improvements and phasing of dwelling units based, at a minimum, on mitigation measures adopted in conjunction with environmental documentation and other relevant factors.

Development Plan - A plan, to scale, showing uses and structures proposed for a parcel or multiple parcels of land. It includes lot lines, streets, building sites, public open space, buildings, major landscape features and locations of proposed utility services.

Development Rights - The right to develop land by a land owner who maintains fee-simple ownership over the land or by a party other than the owner who has obtained the rights to develop. Such rights usually are expressed in terms of density allowed under existing zoning. For example, one development right may equal one unit of housing or may equal a specific number of square feet of gross floor area in one or more specified zone districts.

Dwelling - A structure or portion of a structure used exclusively for human habitation.

Dwelling, Multi-Family - A building containing two or more dwelling units for the use of individual families maintaining households; an apartment or condominium building is an example of this dwelling unit type.

Dwelling, Single-Family Attached - A one family dwelling attached to one or more other family dwellings by a common vertical wall; duplexes and townhomes are examples of this dwelling unit type.

Dwelling, Single-Family Detached - A dwelling which is designed for and occupied by not more than one family and surrounded by open space or yards and which is not attached to any other dwelling.

Dwelling Unit - One or more rooms, designed, occupied or intended for occupancy as separate living quarters, with cooking, sleeping and sanitary facilities provided within the unit for the exclusive use of a single-family maintaining a household.

Easement - A grant of one or more of the property rights by the property owner to and/or for use by the public, a corporation, or another person or entity.

Economic Base - The production, distribution and consumption of goods and services within a planning area.

Element - A division of the General Plan referring to a topic area for which goals, policies, and programs are defined (e.g., land use, housing, circulation).

Eminent Domain - The authority of a government to take, or to authorize the taking of, with compensation, private property for public use.

Endangered Species - A species of animal or plant is considered to be endangered when its prospects for survival and reproduction are in immediate jeopardy from one or more causes.

Environment - The sum of all external conditions and influences affecting the life, development and, ultimately, the survival of an organism.

Environmental Impact Report (EIR) - A report, as prescribed by the California Environmental Quality Act (CEQA), on the effect of a development proposal and other major actions which significantly affect the environment.

Essential Facilities - Those facilities whose continued functioning is necessary to maintain public health and safety following a disaster. These facilities include fire and police stations, communications facilities, emergency operation centers, hospitals, administrative buildings, and schools designated as mass care shelters. Also included are key transportation facilities and utility facilities such as water supply, sewage disposal, gas storage facilities and transmission lines, and electric generation stations and transmission lines.

Exaction - A contribution or payment required as an authorized precondition for receiving a development permit; usually refers to mandatory dedication (or fee in lieu of dedication) requirements found in many subdivision regulations.

Fault - A fracture in the earth's crust forming a boundary between rock masses that have shifted.

Fault, Active - A fault that has moved within the last 11,000 years and which is likely to move again within the next 100 years.

Fault, Inactive - A fault which shows no evidence of movement in the last 11,000 years and no potential for movement in the relatively near future.

Fault, Potentially Active - A fault that last moved within the Quaternary Period (the last 2,000,000 to 11,000 years) before the Holocene Epoch (11,000 years to the present); or a fault which, because it is judged to be capable of ground rupture or shaking, poses an unacceptable risk for a proposed structure.

FEMA - Federal Emergency Management Agency.

FHWA - Federal Highway Administration.

Finding(s) - The result(s) of an investigation and the basis upon which decisions are made. Findings are used by government agents and bodies to justify action taken by the entity.

Fire Flow - A rate of water flow that should be maintained to halt and reverse the spread of a fire.

Flood Insurance Rate Map (FIRM) - For each community, the official map on which the Federal Insurance Administration has delineated areas of special flood hazard and the risk premium zones applicable to that community.

Flood Plain - A lowland or relatively flat area adjoining the banks of a river or stream which is subject to a one percent or

greater chance or flooding in any given year (i.e., 100-year flood).

Flood, Regulatory Base - Flood having a one percent chance of being equalled or exceeded in any given year (100-year flood).

Floodway - The channel of a watercourse or river, and portions of the flood plain adjoining the channel, which are reasonably required to carry and discharge the base flood of the channel.

Floor Area Ratio (FAR) - The gross floor area of all buildings on a lot divided by the lot area; usually expressed as a numerical value (e.g., a building having 5,000 square feet of gross floor area located on a lot of 10,000 square feet in area has a floor area ratio of .5:1).

FmHA - Farmers Home Administration.

General Plan - A legal document which takes the form of a map and accompanying text adopted by the local legislative body. The plan is a compendium of policies regarding the long-term development of a jurisdiction. The state requires the preparation of seven elements or divisions as part of the plan: land use, housing, circulation, conservation, open space, noise, and safety. Additional elements pertaining to the unique needs of an agency are permitted.

Goal - The ultimate purpose of an effort stated in a way that is general in nature and immeasurable; a broad statement of intended direction and purpose (e.g., "A balance of land use types within the city").

Grade - The degree of rise or descent of a sloping surface.

Greenbelt - An open area which may be cultivated or maintained in a natural state surrounding development or used as a buffer between land uses or to mark the edge of an urban or developed area.

Ground Failure - Mudslide, landslide, liquefaction or the compaction of soils due to ground shaking from an earthquake.

Ground Shaking - Ground movement resulting from the transmission of seismic waves during an earthquake.

Groundwater - The supply of fresh water under the ground surface in an aquifer or soil that forms a natural reservoir.

Group Quarters - A dwelling that houses unrelated individuals.

Growth Management - Techniques used by government to control the rate, amount and type of development.

Growth Management Element - The Growth Management Element of the City General Plan as required by the Revised Traffic Improvement and Growth Management Ordinance (Measure M).

Habitat - The physical location or type of environment in which an organism or biological population lives or occurs.

HCD - State Department of Housing and Community Development.

HDC - Non-profit Housing Development Corporation.

HOME - Home Investment Partnership Act.

HOPE - Homeownership for People Everywhere.

Hazardous Materials - An injurious substance, including pesticides, herbicides, toxic metals and chemicals, liquified natural gas, explosives, volatile chemicals and nuclear fuels.

Historic Area - A district, zone or site designated by local, state or federal authorities within which buildings, structures and places are of basic and vital importance due to their association with history, or their unique architectural style and scale, or their relationship to a square or park, and therefore should be preserved and/or developed in accord with a fixed plan.

Household - According to the Census, a household is all persons living in a dwelling unit whether or not they are related. Both a single person living in an apartment and a family living in a house are considered households.

Household Income - The total income of all the people living in a household. Households are usually described as very low income, low income, moderate income, and upper income for that household size, based on their position relative to the regional median income.

Housing Affordability - Based on State and Federal standards, housing is affordable when the housing costs are no more than 30 percent of household income.

Housing Unit - A room or group of rooms used by one or more individuals living separately from others in the structure, with direct access to the outside or to a public hall and containing separate toilet and kitchen facilities.

HUD - U.S. Department of Housing and Urban Development.

Human Services - The programs which are provided by the local, state, or federal government to meet the health, welfare, recreational, cultural, educational, and other special needs of its residents.

Implementation Measure - An action, procedure, program, or technique that carries out General Plan policy.

Income Categories - Four categories for classifying households according to income based on the median income for each county. The categories are as follows: Very Low (0-50% of county median); Low (50-80% of county median); Moderate (80-120% of county median); and Upper (over 120% of county median).

Infrastructure - The physical systems and services which support development and population, such as roadways, railroads, water, sewer, natural gas, electrical generation and transmission, telephone, cable television, storm drainage, and others.

Intensity - A measure of the amount or level of development often expressed as the ratio of building floor area to lot area (floor area ratio) for commercial, business, and industrial development, or dwelling units per acre of land for residential development (also called "density").

Intersection - Where two or more roads cross at grade.

Issue - A problem, constraint, or opportunity requiring community action.

Jobs/Housing Balance; Jobs/Housing Ratio - The jobs/housing ratio divides the number of jobs in an area by the number of employed residents. A ratio of 1.0 indicates a balance. A ratio greater than 1.0 indicates a net in-commute of employed persons; less than 1.0 indicates a net out-commute of employed persons.

Joint Powers Authority (JPA) - A legal arrangement that enables two or more units of government to share authority in order to plan and carry out a specific program or set of programs that serves both units.

Landscaping - Planting--including trees, shrubs, and ground covers--suitably designed, selected, installed, and maintained as to enhance a site or roadway.

Land Use - A description of how land use is occupied or used.

Land Use Plan - A plan showing the existing and proposed location, extent and intensity of development of land to be used in the future for varying types of residential, commercial, industrial, agricultural, recreational and other public and private purposes or combination of purposes.

Landslide - A general term for a falling or sliding mass of soil or rocks.

LIHPRHA - Low Income Housing Preservation and Resident Homeownership.

Liquefaction - A process by which water-saturated granular soils transform from a solid to a liquid state due to groundshaking. This phenomenon usually results from shaking from energy waves released in an earthquake.

Local Agency Formation Commission (LAFCo) - A five or seven-member commission within each county that reviews and evaluates all proposals for formation of special districts, incorporation of cities, annexation to special districts or cities, consolidation of districts, and merger of districts with cities. Each county's LAFCo is empowered to approve, disapprove, or conditionally approve such proposals.

Local Street - A street providing direct access to properties and designed to discourage through-traffic.

Local Transportation Authority - The Orange County Transportation Commission, as established by the Board of Supervisors.

Lot - The basic unit of land development. A designated parcel or area of land established by plat, subdivision, or as otherwise permitted by law, to be used, developed or built upon as a unit.

LOS - Level of Service.

Manufactured Housing - Residential structures which are constructed entirely in the factory, and which since June 15, 1976, have been regulated by the federal Manufactured Home Construction and Safety Standards Act of 1974 under the administration of the U.S. Department of Housing and Urban Development (HUD).

Measurable Traffic - A traffic volume resulting in a one percent increase in the sum of the critical movements at an intersection.

Median Income - The annual income for each household size which is defined annually by the Federal Department of Housing and Urban Development. Half of the households in the region have incomes above the median and half are below.

Metrolink - A commuter rail service operated by the Southern California Regional Rail Authority.

Mineral Resource - Land on which known deposits of commercially viable mineral or aggregate deposits exist. This designation is applied to sites determined by the State Division of Mines and Geology as being a resource of regional significance, and is intended to help maintain the quarrying operations and protect them from encroachment of incompatible land uses.

Mining - The act or process of extracting resources, such as coal, oil, or minerals, from the earth.

Mitigate, - To ameliorate, alleviate, or avoid to the extent reasonably feasible.

Mobile Home - A structure, transportable in one or more sections, which is at least 8 feet in width and 32 feet in length, which is built on a permanent chassis and designed to be used as a dwelling unit, with or without a permanent foundation when connected to the required utilities.

Modular Unit - A factory-fabricated, transportable building or major component designed for use by itself or for incorporation with similar units on-site into a structure for residential, commercial, educational, or industrial use. Differs from mobile homes and manufactured housing by (in addition to lacking an integral chassis or permanent hitch to allow future movement) being subject to California housing law design standards. California standards are more restrictive than federal standards in some respects (e.g., plumbing and energy conservation). Also called Factory-built Housing and regulated by State law of that title.

National Environmental Policy Act (NEPA) - An act passed in 1974 establishing federal legislation for national environmental policy, a council on environmental quality, and the requirements for environmental impact statements.

National Flood Insurance Program - A federal program which authorizes the sale of federally subsidized flood insurance in communities where such flood insurance is not available privately.

National Historic Preservation Act - A 1966 federal law that established a National Register of Historic Places and the Advisory Council on Historic Preservation, and which authorized grants-in-aid for preserving historic properties.

Noise - Any undesired audible sound.

Noise Exposure Contours - Lines drawn about a noise source indicating constant energy levels of noise exposure. CNEL and Ldn are the metrics utilized to describe community noise exposure.

Non-Attainment - The condition of not achieving a desired or required level of performance. Frequently used in reference to air quality.

Non-Conforming Use - A use that was valid when brought into existence, but by subsequent regulation becomes no longer conforming. "Non-conforming use" is a generic term and includes (1) non-conforming structures (by virtue of size, type of construction, location on land, or proximity to other structures), (2) non-conforming use of a conforming building, (3) non-conforming use of a non-conforming building, and (4) non-conforming use of land. Thus, any use lawfully existing on any piece of property that is inconsistent with a new or amended General Plan, and that in turn is a violation of a zoning ordinance amendment subsequently adopted in conformance with the General Plan, will be a non-conforming use.

Non-Domestic Water - Water consisting of, but not limited to, a combination of treated wastewater and intercepted surface stream flow, supplemented by other waters including potable water.

OCTA - Orange County Transportation Authority.

Open Space - Any parcel or area of land or water essentially unimproved and set aside, designated, dedicated or reserved for public or private use or enjoyment.

Ordinance - A law or regulation set forth and adopted by a governmental authority, usually a city or county.

Overcrowding - As defined by the Census, a household with greater than 1.01 persons

per room, excluding bathrooms, kitchens, hallways, and porches.

Parcel - A lot or tract of land.

Planning and Research, Office of (OPR) - A governmental division of the State of California which has among its responsibilities the preparation of a set of guidelines for use by local jurisdictions in drafting General Plans.

Planning Area - The Planning Area is the land area addressed by the General Plan. Typically, the Planning Area boundary coincides with the Sphere of Influence which encompasses land both within the City limits and potentially annexable land.

Planning Commission - A body, usually having five or seven members, created by a city or county in compliance with California law (Section 65100) which requires the assignment of the planning functions of the city or county to a planning department, planning commission, hearing officers, and/or the legislative body itself, as deemed appropriate by the legislative body.

Policy - Statements guiding action and implying clear commitment found within each element of the General Plan (e.g., "Provide incentives to assist in the development of affordable housing").

Pollution - The presence of matter or energy whose nature, location, or quantity produces undesired environmental effects.

Program - A coordinated set of specific measures and actions (e.g., zoning, subdivision procedures, and capital expenditures) the local government intends to use in carrying out the policies of the General Plan.

Recreation, Active - A type of recreation or activity which requires the use of organized play areas including, but not limited to, softball, baseball, football and soccer fields, tennis and basketball courts and various forms of children's play equipment.

Recreation, Passive - Type of recreation or activity which does not require the use of organized play areas.

Redevelopment - Redevelopment, under the California Community Redevelopment Law, is a process with the authority, scope, and financing mechanisms necessary to provide stimulus to reverse current negative business trends, remedy blight, provide job development incentives, and create a new image for a community. It provides for the planning, development, redesign, clearance, reconstruction, or rehabilitation, or any combination of these, and the provision of public and private improvements as may be appropriate or necessary in the interest of the general welfare. In a more general sense, redevelopment is a process in which existing development and use of land is replaced with newer development and/or use.

Regional - Pertaining to activities or economies at a scale greater than that of a single jurisdiction, and affecting a broad homogeneous area.

Regulation - A rule or order prescribed for managing government.

Rehabilitation - The upgrading of a building previously in a dilapidated or substandard condition, for human habitation or use.

Restoration - The replication or reconstruction of a building's original architectural features, usually describing the technique of preserving historic buildings.

Retrofit - To add materials and/or devices to an existing building or system to improve its operation, safety, or efficiency.

Buildings have been retrofitted to use solar energy and to strengthen their ability to withstand earthquakes, for example.

Rezoning - An amendment to the map and/or text of a zoning ordinance to effect a change in the nature, density, or intensity of uses allowed in a zoning district and/or on a designated parcel or land area.

Right-of-Way - A strip of land acquired by reservation, dedication, prescription or condemnation and intended to be occupied or occupied by a road, crosswalk, railroad, electric transmission lines, oil or gas pipeline, water line, sanitary or storm sewer, or other similar uses.

Risk - The danger or degree of hazard or potential loss.

Sanitary Landfill - The controlled placement of refuse within a limited area, followed by compaction and covering with a suitable thickness of earth and other containment material.

Sanitary Sewer - A system of subterranean conduits which carries refuse liquids or waste matter to a plant where the sewage is treated, as contrasted with storm drainage systems (which carry surface water) and septic tanks or leech fields (which hold refuse liquids and waste matter onsite).

SCAG - Southern California Association of Governments.

Seiche - An earthquake-generated wave in an enclosed body of water such as a lake, reservoir, or bay.

Seismic - Caused by or subject to earthquakes or earth vibrations.

Sensitive Species - Includes those plant and animal species considered threatened or endangered by the U.S. Fish and Wildlife Service and/or the California Department of Fish and Game according to Section 3 of the Federal Endangered Species Act. Endangered - any species in danger of extinction throughout all, or a significant portion of, its range. Threatened - a species likely to become an endangered species within the foreseeable future throughout all, or a portion of, its range. These species are periodically listed in the Federal Register and are, therefore, referred to as "federally listed" species.

Septic System - A sewage-treatment system that includes a settling tank through which liquid sewage flows and in which solid sewage settles and is decomposed by bacteria in the absence of oxygen. Septic systems are often used for individual-home waste disposal where an urban sewer system is not available.

Sewer - Any pipe or conduit used to collect and carry away sewage from the generating source to a treatment plant.

Significant Effect - A beneficial or detrimental impact on the environment. May include, but is not limited to, significant changes in an area's air, water, and land resources.

Site - A parcel of land used or intended for one use or a group of uses and having frontage on a public or an approved private street. A lot.

Site Plan - The development plan for one or more lots on which is shown the existing and proposed conditions of the lot including: topography, vegetation, drainage, floodplains, marshes and waterways; open spaces, walkways, means of ingress and egress, utility services, landscaping, structures and signs, lighting, and screening devices; any other information that reasonably may be required in order that an

informed decision can be made by the approving authority.

Slope - Land gradient described as the vertical rise divided by the horizontal run, and expressed in percent.

Soil - The unconsolidated material on the immediate surface of the earth created by natural forces that serves as natural medium for growing land plants.

Solar Access - A property owner's right to have the sunlight shine on his/her land.

Solid Waste - Unwanted or discarded material, including garbage with insufficient liquid content to be free flowing, generally disposed of in land fills or incinerated.

Southern California Regional Rail Authority (SCRRA) - A joint power authority and operator of Metrolink, a commuter rail service.

Special District - A district created by act, petition or vote of the residents for a specific purpose with the power to levy taxes.

Special Needs Groups - Those segments of the population which have a more difficult time finding decent affordable housing due to special circumstances. Under State planning law, these special needs groups consist of the elderly, handicapped, large families, female-headed households, farmworkers and the homeless.

Specific Plan - Under Article 8 of the Government Code (Section 65450 et seq), a legal tool for detailed design and implementation of a defined portion of the area covered by a General Plan. A specific plan may include all detailed regulations, conditions, programs, and/or proposed legislation which may be necessary or convenient for the systematic implementation of any General Plan element(s).

Sphere of Influence - The probable ultimate physical boundaries and service area of a local agency (city or district) as determined by the Local Agency Formation Commission (LAFCo) of the County.

Standard Metropolitan Statistical Area (SMSA) - A county or group of contiguous counties which contains at least one city of 50,000 inhabitants or more, or twin cities of a combined population of at least 50,000.

Standards - (1) A rule or measure establishing a level of quality or quantity that must be complied with or satisfied. The State Government Code (Section 65302) requires that General Plans spell out the objectives, principles, "standards," and proposals of the General Plan. Examples of standards might include the number of acres of park land per 1,000 population that the community will attempt to acquire and improve. (2) Requirements in a zoning ordinance that govern building and development as distinguished from use restrictions; for example, site-design regulations such as lot area, height limit, frontage, landscaping, and floor area ratio.

Stationary Source - A non-mobile emitter of pollution.

Structure - Anything constructed or erected which requires location on the ground (excluding swimming pools, fences, and walls used as fences).

Subdivision - The division of a lot, tract or parcel of land that is the subject of an application for subdivision.

Subdivision Map Act - Division 2 (Sections 66410 et seq) of the California Government Code, this act vests in local legislative bodies the regulation and control of

the design and improvement of subdivisions, including the requirement for tentative and final maps. (See "Subdivision.")

Subsidence - The sudden sinking or gradual downward settling and compaction of soil and other surface material with little or no horizontal motion. Subsidence may be caused by a variety of human and natural activity, including earthquakes.

Subsidize - To assist by payment of a sum of money or by the granting of terms or favors that reduce the need for monetary expenditures. Housing subsidies may take the forms of mortgage interest deductions or tax credits from federal and/or state income taxes, sale or lease at less than market value of land to be used for the construction of housing, payments to supplement a minimum affordable rent, and the like.

Substantial - Considerable in importance, value, degree, or amount.

Survey - The process of precisely ascertaining the area, dimensions and location of a piece of land.

Topography - Configuration of a surface, including its relief and the position of natural and man-made features.

Transit - The conveyance of persons or goods from one place to another by means of a local, public transportation system.

Transportation Demand Management (TDM) - A strategy for reducing demand on the road system by reducing the number of vehicles using the roadways and/or increasing the number of persons per vehicle. TDM attempts to reduce the number of persons who drive alone on the roadway during the commute period and to increase the number in carpools, vanpools, buses and trains, walking, and biking. TDM can be an element of TSM (see below).

Transportation Systems Management (TSM) - Individual actions or comprehensive plans to reduce the number of vehicular trips generated by or attracted to new or existing development. TSM measures attempt to reduce the number of vehicle trips by increasing bicycle or pedestrian trips or by expanding the use of bus, transit, carpool, vanpool, or other high occupancy vehicles.

Trip - A one-way journey that proceeds from an origin to a destination via a single mode of transportation; the smallest unit of movement considered in transportation studies. Each trip has one "production end," (or origin--often from home, but not always), and one "attraction end," (destination).

Uniform Building Code (UBC) - A national, standard building code which sets forth minimum standards for construction.

Units At-Risk of Conversion - Housing units that are currently restricted to low-income housing use and will become unrestricted and possibly be lost as low-income housing.

VMT - Vehicle Miles Traveled.

Water Course - Any natural or artificial stream, river, creek, ditch, channel, canal, conduit, culvert, drain, waterway, gully, ravine or wash in which water flows in a definite channel, bed and banks, and includes any area adjacent thereto subject to inundation by reason of overflow or flood water.

Wetland - An area that is inundated or saturated by surface water or groundwater at a frequency and duration sufficient to support a prevalence of vegetation typically adapted for life in saturated soil condi-

tions, commonly known as hydrophytic vegetation.

Zoning - A police power measure, enacted primarily by units of local government, in which the community is divided into districts or zones within which permitted and special uses are established as are regulations governing lot size, building bulk, placement, and other development standards. Requirements vary from district to district, but they must be uniform within the same district. The zoning ordinance consists of a map and text.

Zoning District - A geographical area of a city zoned with uniform regulations and requirements.

Zoning Map - The officially adopted zoning map of the city specifying the location of zoning districts within all geographic areas of the city.

APPENDIX C:
HOUSING NEEDS ASSESSMENT

LAKE FOREST

GENERAL PLAN

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HOUSING NEEDS ASSESSMENT

A successful strategy for improving housing conditions must be preceded by an assessment of the housing needs of the community and region. This section of the Housing Element discusses the major components of housing need including trends in Lake Forest's population, households, and the type of housing available.

The following analysis examines demographic and housing stock characteristics in Lake Forest. The discussion is broken down into four major subsections: Population Characteristics, Household Characteristics, Housing Stock Characteristics and Assisted Housing At-Risk of Conversion. Population Characteristics, the first subsection, analyzes the City of Lake Forest in terms of individual persons and attempts to identify any population trends that may affect future housing needs. The Household Characteristics section analyzes Lake Forest in terms of households, or living groups, to see how past and expected household changes will affect housing needs. The Housing Stock section analyzes the housing units in Lake Forest in terms of availability, affordability, and condition. The Assisted Housing "At Risk of Conversion" section analyzes housing units that are currently restricted to low income housing use and are "at-risk" to converting to market rate units. This assessment of Lake Forest's housing needs will serve as the basis for identifying appropriate policies and programs in this Element.

DEMOGRAPHIC AND HOUSING STOCK CHARACTERISTICS

Population Characteristics

Lake Forest's 1993 population is estimated by the State Department of Finance to be 58,182 persons, ranking it 13th among the 31 jurisdictions in Orange County. (Refer to Table 1 for population of surrounding communities.) In the five jurisdictions surrounding Lake Forest, Irvine reports the highest population at 117,902 persons and Mission Viejo, the second highest, at 84,087. Laguna Niguel, Laguna Hills, and Laguna Beach have smaller populations at 52,552, 24,994, and 24,253 persons, respectively. With the exception of Laguna Beach, these are all newer communities developed over the last two decades in response to tremendous residential growth pressures in southern Orange County.

The majority of population growth in Lake Forest occurred after 1970 when a significant number of planned residential developments were constructed. Few remaining opportunities for new residential development exist within the City's incorporated jurisdiction as the community approaches buildout. Northeast of Lake Forest in the City's sphere of influence contains a substantial amount of vacant land, where additional residential development is planned as part of the Portola Hills and Foothill Ranch Planned Communities. Combined, these developments will accommodate approximately 6,100 dwelling units. Assuming the City's current average of 2.9 persons per dwelling unit, an estimated population of 17,690 can be projected for the City's sphere of influence. Annexation of this area will be considered over the next decade.

TABLE 1
LAKE FOREST AND SURROUNDING AREAS
TOTAL POPULATION: 1993

Jurisdiction	# of Persons
Irvine	117,902
Laguna Beach	24,253
Laguna Hills	24,994
Laguna Niguel	52,552
Lake Forest	**58,182**
Mission Viejo	84,087
Orange County	2,557,346

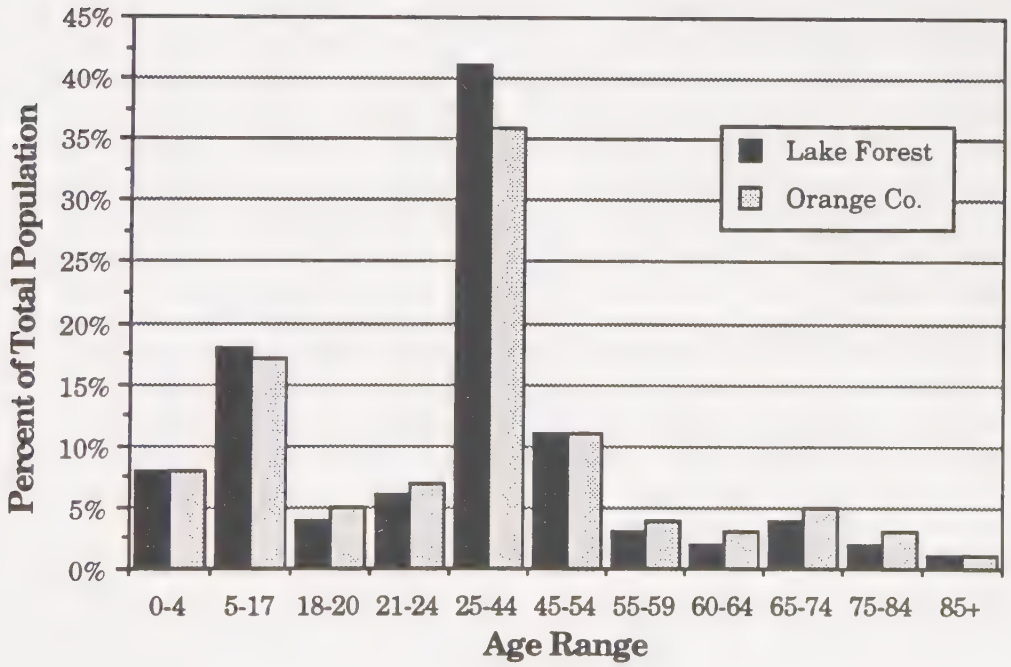
Source: California State Department of Finance, Population Estimates, January 1993.

Age Characteristics: The age structure of a population is an important factor in evaluating housing needs and projecting the direction of future housing development. The 1990 Census documents a median age of 31.7 years for those census tracts which comprise Lake Forest, slightly higher than the County-wide median age of 31.4 years. This is attributed to the large proportion (41%) of young adults in the 25-44 age cohort that live in Lake Forest, in comparison to the County with 36% (see Table 2). Lake Forest has a larger proportion of children between the ages of 5-17 than the County. The predominance of these two age cohorts in Lake Forest reflect the variety of housing opportunities that are available in the community for young families and first-time homebuyers. Lake Forest has proportionately fewer persons over the age of 55 (12%) than Orange County (16%), reflecting the fact that Lake Forest is a newer community with a predominance of young families. However, as City residents begin to "age-in-place" the age structure in the City will mature.

TABLE 2
LAKE FOREST AND ORANGE COUNTY
AGE CHARACTERISTICS: 1993

Age Range	Lake Forest		Orange County	
	# of Persons	% of Population (a)	# of Persons	% of Population (a)
0-4	4,779	8%	204,588	8%
5-17	10,744	18%	434,749	17%
18-20	2,493	4%	127,867	5%
21-24	3,233	6%	179,014	7%
25-44	23,268	41%	920,645	36%
45-54	6,581	11%	281,308	11%
55-59	1,746	3%	102,294	4%
60-64	1,380	2%	76,720	3%
65-74	2,095	4%	127,867	5%
75-84	1,332	2%	76,720	3%
85+	531	1%	25,574	1%
TOTAL	58,182(b)	100%	2,557,346(b)	100%

Source: (a) U.S. Department of Commerce, Bureau of the Census, 1990 Census Report.
(b) California State Department of Finance, Population Estimates, January 1993.



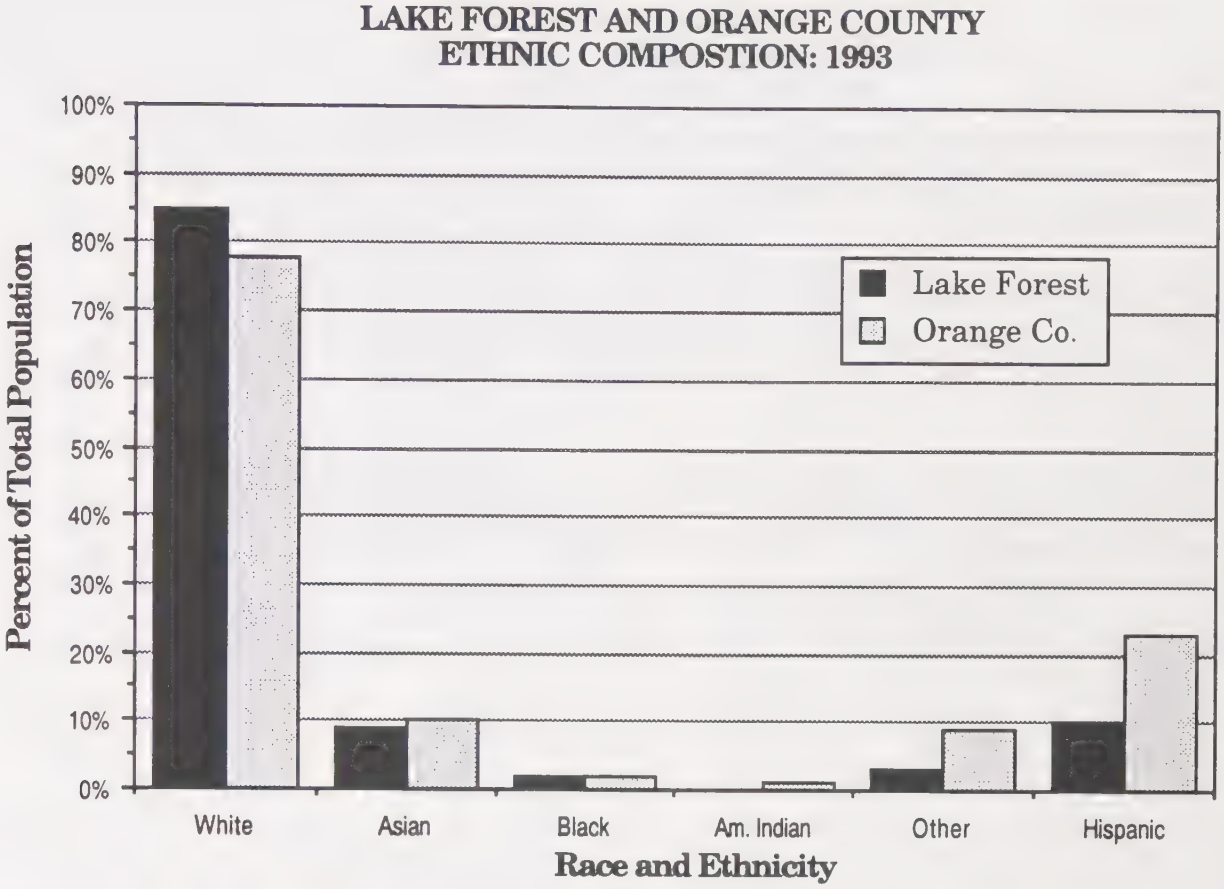
Race/Ethnicity Characteristics: The racial and ethnic make-up of a population affects housing needs based on the unique household characteristics of different groups, and household size in particular. As illustrated by its racial composition (refer to Table 3), the vast majority Lake Forest residents are White (85%), with Asians comprising the second most prominent racial group (9%). In comparison, White persons comprise a much smaller proportion (78%) and Asian's a comparable proportion (10%) of Orange County's population. The remainder of the City's population consists of Black (2%), Other (3%), and American Indian (less than 1%). Orange County contains similar proportions of Black (2%) and American Indian/Eskimo/Aleut (1%) persons. However, the County has a significantly greater proportion of "Other" persons (9%).

In addition to the five primary racial groups, the Census has a separate question related to whether the householder is of Spanish/Hispanic origin. "Origin" is defined as the ancestry, nationality group, lineage, or country in which the person's ancestors were born before their arrival to the United States. Persons of Spanish Origin can be of any of the five racial categories and comprise 10% of the City's population. The County contains a significantly greater proportion of Hispanic persons (23%) than Lake Forest.

TABLE 3
LAKE FOREST AND ORANGE COUNTY
ETHNIC COMPOSITION: 1993

Race and Ethnicity	Lake Forest		Orange County	
	Number of Persons	% of Population	Number of Persons	% of Population
White	49,714	85%	2,009,963	78%
Asian/Pacific Islander	5,404	9%	264,367	10%
Black	1,063	2%	45,280	2%
American Indian/ Eskimo/Aleut	250	*	12,906	1%
Other	1,751	3%	224,830	9%
Total	58,182(b)	100%	2,557,346	100%
Spanish/Hispanic Origin	5,929	10%	599,222	23%

Sources: (a) U.S. Department of Commerce, Bureau of the Census, 1990 Census Report.
(b) California State Department of Finance, Population Estimates, January 1993.
Notes: An asterisk (*) indicates that the percentage equals less than 1%.
Persons of Spanish origin can be of any of the five races identified in the table.



Household Characteristics

Information on household characteristics is an important indicator of housing needs in a community. Income and affordability is best measured at the household level, as are the special housing needs of certain groups such as large families and female-headed households. As an example, if a community has a substantial number of young family households whose incomes combined with local housing costs preclude the option of home purchase, the city may wish to initiate a homebuyer assistance program to assist the special needs of this group.

The Bureau of the Census defines a "household" as all persons who occupy a housing unit, which may include families, singles, or "other"; boarders are included as part of the primary household by the Census. Families are households related through marriage or blood, and a single household refers to individuals living alone. "Other" households reflect unrelated individuals living together (roommates). Persons living in retirement or convalescent homes, dormitories, or other group living situations are not considered households.

Household Composition and Size: In 1993, there were a total of 19,817 households in Lake Forest. Families represent Lake Forest's predominant household type, comprising 76% of the City's households (refer to Table 4). In comparison, 70% of households County-wide are family households. Single-person households represent the second largest household group in Lake Forest, comprising 17% of

TABLE 4
LAKE FOREST AND ORANGE COUNTY
HOUSEHOLD TYPE: 1993

Household Type	Lake Forest		Orange County	
	# of Households	% of Total (a)	# of Households	% of Total (a)
Family	15,028	76%	597,424	70%
Singles	3,315	17%	179,227	21%
Others	1,474	7%	76,812	9%
Total	19,817(b)	100%	853,463(b)	100%

Source: (a) U.S. Department of Commerce Bureau of Census, 1990 Census Report.
(b) California State Department of Finance, Population and Housing Estimates, January 1993.

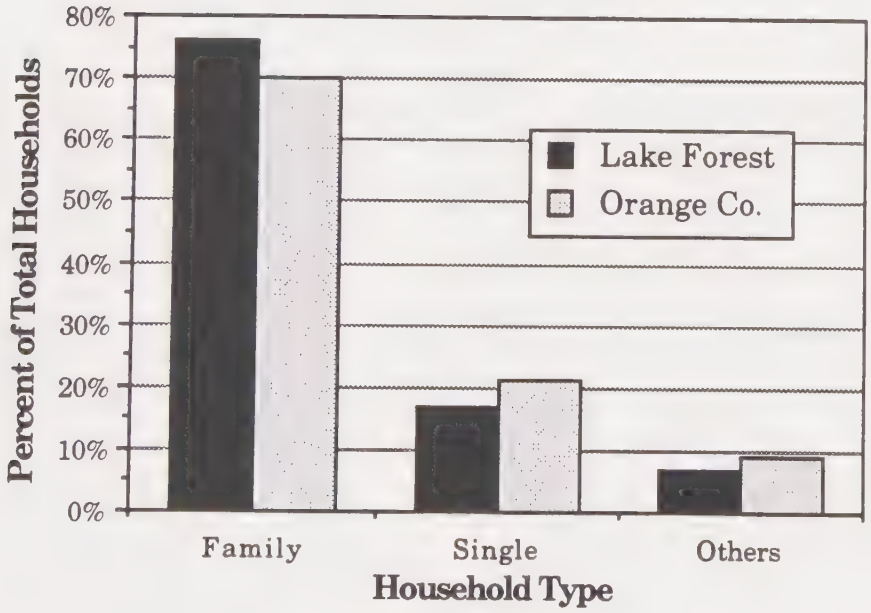


TABLE 5
LAKE FOREST AND ORANGE COUNTY
HOUSEHOLD SIZE: 1993

Jurisdiction	Persons per Household
Lake Forest	2.9
Orange County	2.9

Source: California State Department of Finance Population and Housing Estimates, January 1993.

all households. In contrast, single-person households make up 21% of the County's households. "Other" households reflect unrelated individuals living together and comprise 7% of the City's and 9% of the County's households.

Household size is an important indicator identifying sources of population growth as well as overcrowding in individual housing units. A city's average household size will increase over time if there is a trend toward larger families. In communities where the population is aging, the average household size may actually decline.

Average household size in Lake Forest in 1993 is 2.9 persons per occupied housing unit, identical to the County wide average (refer to Table 5).

Similar to Lake Forest, the adjacent City of Mission Viejo has an average household size of 2.9 persons, and Laguna Hills 3.0 persons per household. In contrast, the cities of Irvine, Laguna Niguel and Laguna Beach have smaller households (2.7, 2.7 and 2.1 respectively) than Lake Forest. Considering the fact that nearly one-quarter of the City's housing stock is multi-family, average household size is relatively high in Lake Forest and reflects the community's family orientation.

Overcrowding: Overcrowding is another indicator of housing affordability. Unit overcrowding is caused by the combined effect of low earning and high housing costs in a community, and reflects the inability of households to buy or rent housing that provides a reasonable level of privacy. The Census defines overcrowded households as households with greater than 1.01 persons per room, excluding bathrooms, kitchens, hallways, and porches.

According to the 1990 Census, the incidence of overcrowding in Lake Forest was 5% (904 units) of the City's households, compared with 11% Countywide. Of the City's total overcrowded households, 463 were owner households and 441 renter households, representing 3% of the City's owner occupied and 9% of renter occupied households. In comparison, 5% of the County's owner and 20% of renter households were overcrowded.

Special Needs Groups: Certain segments of the population may have more difficulties in finding decent, affordable housing due to special circumstances. These "special needs" groups include the elderly, large families, disabled persons, female-headed households, farmworkers, and the homeless, and are required under State law to be addressed in the Housing Element. The number of special needs

households (or persons) in Lake Forest is summarized in Table 6. These groups are discussed individually.

Elderly: The special needs of many elderly households result from their limited, fixed incomes, physical disabilities and dependence needs. An estimated 2,103 elderly households reside in Lake Forest in 1993, constituting 11% of the City's households. Of these elderly households, 1,734 are owner-households and 369 are renter-households.

In comparison, elderly households comprise 16% of the total households in Orange County. Approximately 21% of the City's elderly households are reported in the Census to overpay for housing, indicating that some of the City's elderly may be unable to afford adequate housing without assistance. Housing programs which address the housing needs of the City's lower income elderly include Section 8 Rental Assistance, and rehabilitation assistance for mobilehome park residents.

South County Senior Services provides a range of support services to the elderly.

Programs which serve Lake Forest residents are operated from senior centers in Mission Viejo and Laguna Hills. Some of the more popular programs provided by South County Senior Services include:

- Home sharing;
- Home delivered meals;
- Tax assistance;
- Legal counseling;
- Health care (blood pressure clinic, chiropractic screening, physicals conducted by an elder care nurse); and
- Insurance counseling

TABLE 6
LAKE FOREST
SUMMARY OF SPECIAL NEEDS GROUPS: 1993

Needs Group	1993 Number of Households/Persons	Total % of Households/Persons
A. Elderly Households (65+)	2,103	11%
Owner-Households	1,734	9%
Renter- Households	369	2%
B. Large Households	2,333	12%
Owner-Households	1,826	9%
Renter-Households	507	3%
C. Disabled	3,314	6%
D. Female-Headed Households	1,573	8%
With Children	856	4%
E. Farmworkers	254	.4%
F. Homeless	Up to 10	-

Large Households: Large households are identified in State housing law as a group with special housing needs based on the generally limited availability of adequately sized, affordable housing units. An estimated 2,333 Lake Forest households had five or more members in 1993, representing 12% of the City's total households. Among the City's 2,333 large family households, 1,826 (78%) are owner-households and 507 (22%) are renter households. The substantial number of large family households is reflective of the City's significant Asian/Pacific Islander and Hispanic origin populations who tend to have larger and extended families.

Large households are often of lower income, frequently resulting in the overcrowding of smaller dwelling units and in turn accelerating unit deterioration related to overuse of household spaces and utilities (showers, toilets), and general deterioration of the structure. The 1990 Census reports that 904 of the City's households are overcrowded representing 5% of the City's households. Although not all of these overcrowded households are large households, the Census reports that many large renter households face severe housing overcrowding due to the limited supply of large rentals in the City.

The Orange County Community Housing Corporation (OCCHC) develops and manages affordable housing for very low income, large families. The OCCHC has developed 125 units of affordable housing for large families in Orange County.

Disabled: Physical handicaps can hinder access to housing units of conventional design as well as limit the ability of handicapped individuals to earn an adequate income. The proportion of handicapped/disabled individuals is increasing nationwide due to overall increased longevity and lower fatality rates. An estimated 3,314 Lake Forest residents had work, mobility, and/or self-care disabilities 1993, comprising 6% of the City's population.

Key social service providers for the disabled in the Lake Forest area include:

- Orange County Association for Retarded Citizens;
- Dayle McIntosh Center for the Disabled;
- California Paralyzed Veterans Association; and
- Mental Health Association of Orange County.

Housing opportunities for the handicapped can be addressed through the provision of affordable, barrier-free housing. This Housing Element sets forth policies to encourage the development of residential units whose design and market intent will be to meet the needs of the physically challenged.

Female-Headed Households: Single-parent households require special consideration and assistance because of their greater need for day care, health care, and other facilities. Female-headed households with children in particular tend to have lower incomes, thus limiting housing availability for this group. In 1993, Lake Forest has an estimated 1,573 female-headed households, 856 or 54% with children. Of these female-headed households, only 6% are reported to live in poverty.

The state and federally funded Aid to Families with Dependent Children (AFDC) program, operated by the Orange County Department of Social Services, is the primary source of services and help for low-income single parent households. To supplement this program, Great Avenues for Independence (GAIN) provides financial assistance to families that qualify for AFDC. This assistance may be used for school transportation and

child care assistance as well as for job training for any AFDC recipient.

To address the housing affordability needs of Lake Forest's female-headed households, the Housing Element provides for continued use of existing affordability programs, such as rent subsidies.

Farmworkers: The special housing needs of many agricultural workers stem from their low wages and the insecure nature of their employment. Estimates of the "farmworker" population in the City are extrapolated from individuals who categorize their employment as "Farming, Fishing, and Forestry" in the 1990 Census. Based on this grouping, "farmworkers" comprise less than 1% of the City's total population. Because of Lake Forest's urban setting and nominal rural farmworker population, the demand for housing generated by farmworkers in Lake Forest can be addressed through overall programs for affordability.

Homeless: Throughout the country, homelessness has become an increasing problem. Factors contributing to the rise in homelessness include the general lack of housing affordable to low and very low income persons, increases in the number of persons whose incomes fall below the poverty level, reductions in public subsidies to the poor, and the de-institutionalization of the mentally ill.

The Orange County Homeless Issues Task Force estimates that 10,000 to 12,000 persons are homeless in Orange County, comprising .4 to .5% of the County's population. The majority of homeless in the County are in the older, more urbanized jurisdictions and in the beach communities. Interviews with the County Sheriff's Department and City staff indicate few "visible" homeless are observed in Lake Forest. The City estimates that up to ten homeless persons can be found within the City limits at any given time.

In October 1993, the Research Committee of the Orange County Homeless Issues Task Force issued a report titled: Demographic Profile and Survey of Homeless Persons Seeking Services in Orange County. According to the demographic profile in the report:

- Approximately 56% of 1993 respondents were single;
- Approximately 59% of respondents were Caucasian.
- Approximately 16% of the 1993 sample were veterans;
- Approximately 68% of 1993 respondents were unemployed and looking for work;
- The mean length of residence in Orange County for the 1993 sample was 14 years.

A number of homeless facilities and services are located in the subregion. Table 7 lists facilities available in the subregion.

TABLE 7
INVENTORY OF HOMELESS SERVICES AND FACILITIES

Name Location	Services Provided, Capacity
Friendship Youth Shelter Laguna Beach	Provides temporary shelter for 29 persons. Services include food, and various education programs.
Irvine Temporary Housing Inc. Irvine	Transitional housing program that accommodates a maximum of 12 families. Services include food distribution and counseling.
Community Services Program Irvine	Runs a youth shelter and provides services for at risk children and families for the prevention of drug abuse and alcoholism.
Orange Coast Inter-faith Shelter Costa Mesa	Accommodation available primarily for families, and single women with children. Maximum 110 persons. Shelter provided on an emergency for 3-7 days and temporary housing for 60 days. Services include food, shower, and laundry. Families required to save of income during the time period. Counseling services offered in parenting, budgeting, and job referrals.
Christian Temporary Housing Tustin	Provide temporary shelter for 62 persons. Services include food and counseling. Clients are required to save 80% of their income, while staying at the shelter.
Sheepfold Tustin	Provides shelter for 45 women/children. Services include job training and job referral
Huntington Youth Shelter Huntington Beach	Provides food. Accommodates families on emergency per night basis and only when church funds are available. Will accommodate 18 runaways between the ages of 11-17. Services offered will include food and counseling.
Salvation Army Family Services Santa Ana	Daytime service provides food and housing referral for families. Nighttime service provides shelter for men, women, and families for 3 nights, offered on an emergency first come basis.
Catholic Charities Santa Ana	Provides vouchers for shelter. Accommodations are available for men, women, and families. Primary service provided to the public is food distribution.

TABLE 7
INVENTORY OF HOMELESS SERVICES AND FACILITIES
(Continued)

Name Location	Services Provided, Capacity
Amparo Youth Shelter Garden Grove	Accommodates children between the ages of 11-17. Two-week in-residence counseling program dealing with problems associated with family, school, drugs, and alcohol. Follow-up 4-6 weeks after-care program. Shelter (8 beds) provided for children facing extreme homelessness.
Emergency Shelter- Vietnamese League of Orange County Garden Grove	Accommodates 25 adults and 12 children.
Shelter for the Home- less Westminster	Provides room and board for 15-day probation period in which time all boarders must find employment. If employment is verified, the stay may extend up to 120 days. Accommodations available for eight men on a first come basis.
Interval House Seal Beach	Provides 30-45 day shelter service for up to 50 women and children per month, and individual and group counseling to battered women and children.
CASA Youth Shelter Los Alamitos	Provides temporary shelter for abused children with a capacity of 12 persons. Services include counseling, literacy programs, recreation, and parenting classes.

Housing Stock Characteristics

A housing unit is defined as a house, apartment, or a single room, occupied as a separate living quarters or, if vacant, intended for occupancy as a separate living quarters. Separate living quarters are those in which the occupants live and eat separately from any other persons in the building and which have direct access from the outside of the building or through a common hall. A community's housing stock is the compilation of all its housing units.

Housing Growth: The State Department of Finance reports a total 20,796 dwelling units in Lake Forest in 1993 (refer to Table 8). Irvine contains the largest housing stock with 43,642 units, and Mission Viejo is the second largest with 29,389 units. Laguna Niguel contains slightly more housing units than Lake Forest with 21,383 housing units. Laguna Beach and Laguna Hills contain the least number of housing units with 12,987 and 8,615 units respectively.

TABLE 8
LAKE FOREST AND SURROUNDING AREAS
TOTAL HOUSING UNITS: 1993

Jurisdiction	# of Units
Irvine	43,642
Laguna Beach	12,987
Laguna Hills	8,615
Laguna Niguel	21,383
Lake Forest	**20,796**
Mission Viejo	29,389
Orange County	902,404

Source: California State Department of Finance, Population, and Housing Estimates, January 1993.

All of these jurisdictions experienced tremendous growth during the 70s and 80s, as did all of south Orange County. Similar to countywide growth patterns, Lake Forest's housing stock grew over 90% between 1970 and 1990. The City is now approaching buildout with little vacant land remaining for new residential development. The City's sphere of influence does contain, however, substantial acreages planned for residential development. Two residential developments, Portola Hills and Foothill Ranch, have already begun construction within the sphere of influence. These projects will increase the sphere of influence's housing stock by approximately 6,100 dwelling units.

Housing Type/Tenure: Lake Forest contains a diverse housing stock, providing a variety of housing opportunities for community residents. Of the City's 20,796 dwelling units, 68% (14,127 units) are single family residences and are predominately located within one of several large planned communities (Lake Forest, El Toro, Rancho De Los Alisos, Rancho Serrano, and Serrano Highlands), and governed by one of the community's forty Homeowner Associations.

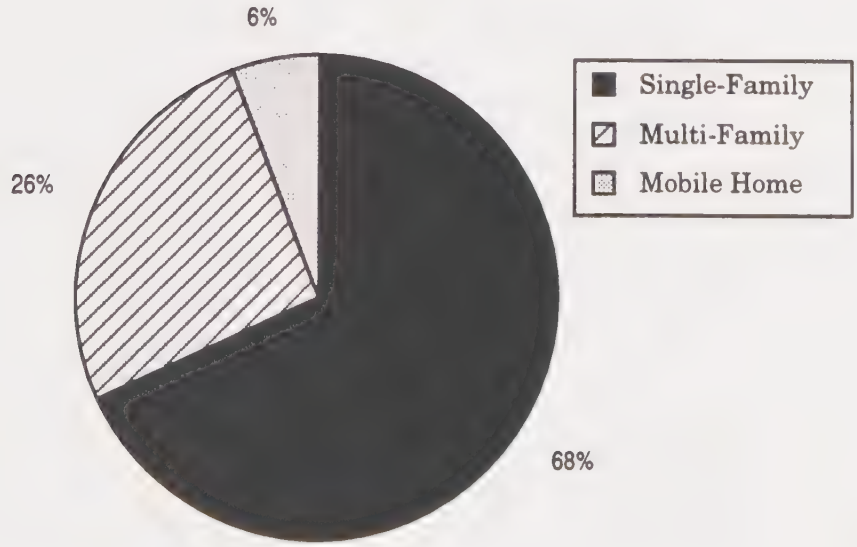
Multi-family units comprise 26% (5,441 units) of the City's housing stock, and consist of townhomes, condominiums and apartments. In comparison, 34% of Orange County's housing stock is comprised of multi-family units, although Mission Viejo and Laguna Hills have smaller proportions (14% and 23%). The City also contains four mobilehome parks occupied by 1,228 coaches as of January 1993. In addition, the City's sphere of influence contains large acreages of land planned for residential development. New development in the City's sphere of influence will be predominantly single-family, reflective of hillside constraints.

TABLE 9
LAKE FOREST
HOUSING UNIT MIX: 1993

Housing Type	# of Units	% of Total
Single-Family (detached & attached)	14,127	68%
Multi-Family	5,441	26%
Mobile Homes	1,228	6%
Total Housing Units	20,796	100%
Total Occupied Units	19,817	
Vacancy Rate	4.7%	

Source: California State Department of Finance, Population Estimates, January 1993.

Note: Housing type breakdown differs from Comprehensive Housing Authority Strategy (CHAS) because CHAS tables are based on projections from the 1990 Census rather than State Department of Finance data.



The tenure distribution (owner versus renter) of a community's housing stock influences several aspects of the local housing market. Residential mobility is influenced by tenure, with ownership housing evidencing a much lower turnover rate than rental housing. Housing overpayment, while faced by many households regardless of tenure, is far more prevalent among renters. Tenure preferences are primarily related to household income, composition, and age of the householder.

Of the City's 20,796 housing units, 19,817 units are occupied, yielding a 4.7% vacancy rate. Vacancy among ownership units (2%) was much lower than that among rental units (7%). The majority of the City's households (74%) are occupied by owners and the remaining 26% by renters. In comparison, only 60% of the County's housing units are occupied by owners and 40% by renters.

Housing Conditions: Most homes begin to exhibit signs of decay when they are approaching thirty years of age. Common repairs needed include a new roof, wall plaster, and stucco. Homes (30+ years) with deferred maintenance require more substantial repairs, such as new siding, plumbing, or multiple repairs to the roof, walls, etc. Thus, the accepted standard for major rehabilitation is after 30 years.

Lake Forest has a fairly new housing stock, with almost 90% of the units built after 1970. Overall, the City's multi-family and mobile home units are in good condition. About 10% of the City's housing stock, mostly single-family housing, was built prior to 1970 and will reach 30 years of age during the 1990s. Thus, based on age alone, over 2,000 units in Lake Forest will need continued maintenance and potential rehabilitation during this Housing Element period, which covers from July 1, 1989 through June 30, 1996.

TABLE 10
LAKE FOREST
AGE OF HOUSING STOCK: 1993

Year Built	# of Units	% of Total(a)
1939 or earlier	0	*
1940-1949	23	*
1950-1959	75	*
1960-1969	1,992	10%
1970-1979	9,295	45%
1980- March 1993	9,411	45%
Total	20,796(b)	100%

Source: (a) U.S. Department of Commerce, Bureau of the Census, 1990 Census Report
(b) California State Department of Finance, Population Estimates, January 1993.

Note: Year categories marked with an asterisk (*) indicate that homes built during this time period represent less than 1% of the City's housing stock.

A windshield survey of several of Lake Forest's neighborhoods was conducted in 1993 to evaluate the structural condition of the City's older neighborhoods, and to determine if rehabilitation assistance was needed. Based on exterior evaluation of these targeted neighborhoods, each unit was rated as "good", "adequate", "substandard - suitable for rehabilitation", or "substandard - unsuitable for rehabilitation", as defined below. Residential structures with excessive clutter in yards and/or deficient in landscaping were considered to be in adequate condition, provided the residential structure met the necessary criteria.

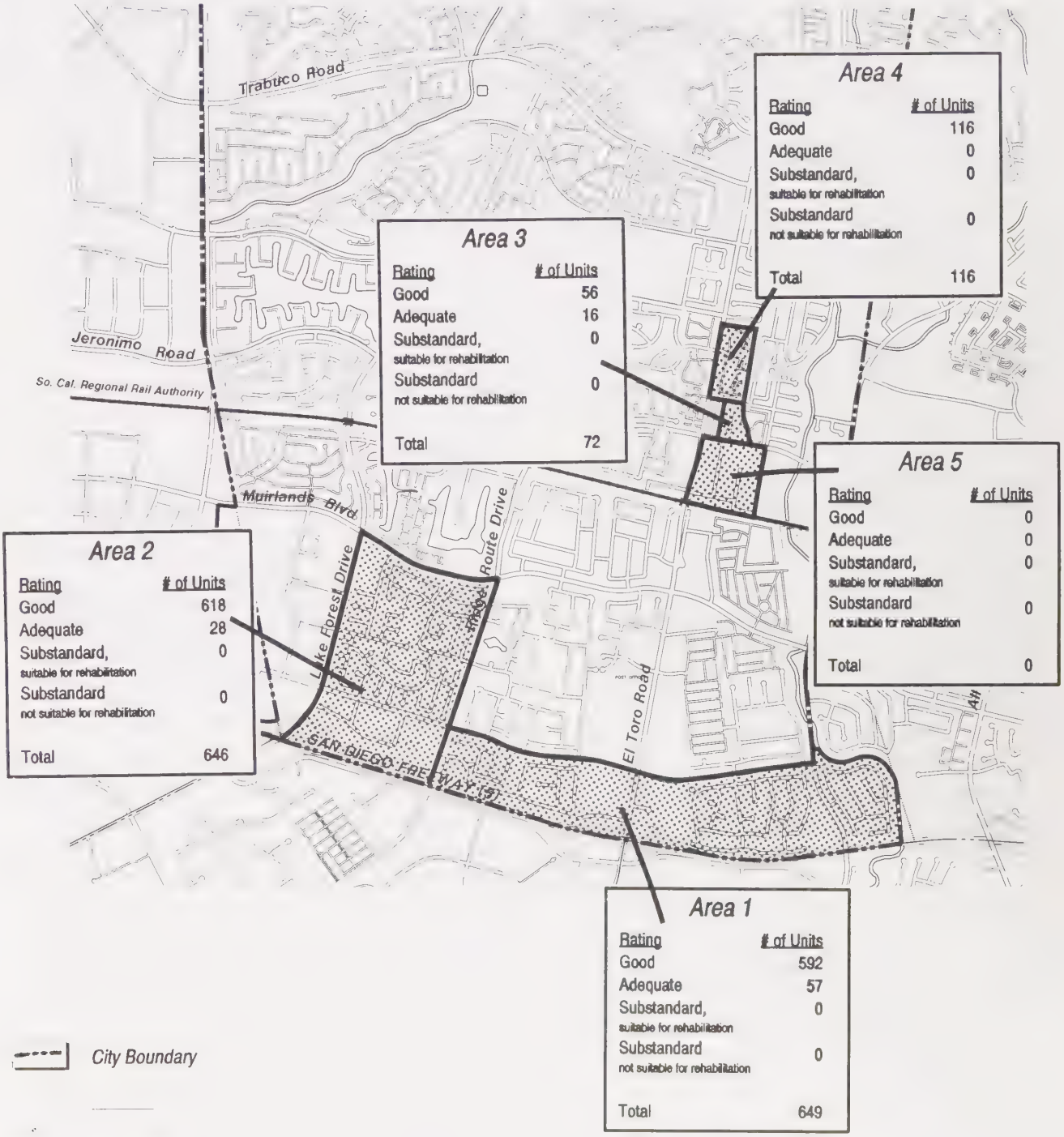
A **Good Condition:** Unit in good condition with no outward apparent signs of decay.

B **Adequate Condition:** Structure generally sound but in need of minor repair to correct deficiencies such as a) patched, loose or missing roof material; b) paint cracking or peeling; c) broken or missing windows/screens; d) wood trim or siding worn, weathered, or broken; e) porches and/or steps missing; f) loose or worn wiring.

C **Substandard Condition, Suitable for Rehabilitation:** Structure contains one or more structural deficiencies such as a) loose protective surface; b) settled porch or roof; c) weakened structure or inadequate building foundation. A building's foundation was determined to be inadequate, if it was cracking, or visibly being uplifted from a tree.

D **Substandard Condition, Not Suitable for Rehabilitation:** Structure contains major structural deficiencies which would cost greater than 50% of the home's value to repair.

The conditions survey confirmed that even in the City's oldest neighborhoods, the housing stock is of high quality and has been well maintained. Over 90% of the housing units surveyed received a rating of "good", exhibiting no outward signs of decay. Approximately 7% of the surveyed units were rated "adequate" based on exterior signs of deferred maintenance, such as aging roofs or worn siding. However, these "adequate" units may easily decline to a level of substandard condition if needed repairs are not made or may upon interior inspection be deemed substandard. Figure 1 generally depicts the results of the housing conditions survey by area, and a description of the areas surveyed follows.



Lake Forest

General Plan

SOURCE: Cotton/Beland/Associates, Inc.

Figure 1
Housing Conditions Map

TABLE 11
LAKE FOREST
HOUSING STOCK CONDITION: 1993

Condition Category	# of Housing Units	% of Total Housing Units Surveyed
Total Dwelling Units Surveyed	1,483	
Adequate Units	101	7%

Source: Cotton/Beland/Associates, Inc., Housing Conditions Survey, October 1993.

Area 1: This area is located along the southwestern edge of the City bounded by the San Diego Freeway (I-5) and Rockfield Boulevard. A majority of the City's oldest housing stock is located in this area. The older neighborhoods are characterized by single-story, relatively small (1,000 - 1,200 square feet) single-family homes with minimal landscaping. Even with the older homes, only 57 of the 649 total homes in the area received an "adequate" rating. The majority of the homes rated "adequate" need painting and repairs to wood trim or worn siding.

Area 2: Single-family neighborhoods dominate this area located between Lake Forest Drive and Ridge Route Drive, west of Muirlands Boulevard. The Mountain View Apartments (225 units) on the southwest corner of Muirlands Boulevard and Lake Forest Boulevard and the Timbers Apartments (188 units) on the northwest corner of Rockfield Boulevard and Ridge Route Drive are in "good" condition based on exterior evaluation only. Single-family homes in this area are well-kept and in very good condition with a variety of housing styles and types. Out of the 646 total homes in the area, 28 received an "adequate" rating with the remaining 618 in "good" condition.

Area 3: This area contains multi-family dwelling units located on Village Drive. The structures are two-story, three and four-plexes with garages. The survey reported 56 of the units were in "good" condition and 16 units in "adequate" condition. Common repairs needed in the area include painting and repairs to garage doors and trim.

Area 4: Development in this area, at the corner of El Toro Road and Second Street, is limited to one residential multi-unit complex. Uniform two-story, multi-plex structures with garages make up the complex. At the time of the survey, new roofing materials were being applied to all of the residential structures which resulted in a "good" rating being assigned to all 116 units.

Area 5: There are no residential units in this area. Commercial and light industrial uses comprise the entire area.

Summary Results: The results of this survey, combined with additional housing condition information, can be extrapolated to estimate city-wide housing conditions. The survey indicated that 101 units are in need of repair and for purposes of the Housing Element will be considered

substandard. In addition, the 1990 Census estimates that approximately 153 units lack adequate plumbing or complete kitchens. Aggregating these estimates of substandard housing results in an estimated 254 dwelling units in need of rehabilitation, representing 1.2% of the City's housing stock. (These numbers may double-count the number of substandard units, but no data is available to determine the overlap.) The Orange County Comprehensive Housing Authority Strategy documents a comparable rate of substandard housing County-wide. In order to determine the number of units in need of replacement the County-wide average of .2% can be used, resulting in an estimate of 42 substandard units in need of replacement in Lake Forest.

Housing Costs

Ownership Housing Cost: Recent information on ownership housing prices was obtained from TRW Real Estate Market Information Services, as published in the Southland Home Prices section of the *Los Angeles Times* and is presented in the following table. The data includes sales of new and existing homes by home builders, real estate agents and homeowners. Sales data is presented by ZIP code, which generally approximates the jurisdictional boundaries of the cities listed.

As illustrated in the following table, the median selling price for single-family homes in Lake Forest was $216,000 in August 1993. Condominiums offered a more affordable housing option to many households, with the median sales price reported at $133,000. A total of 79 home and condominium sales were recorded. Housing sales prices in Lake Forest are generally lower than surrounding communities. Mission Viejo has, however, a lower median home sales price than Lake Forest. Lake Forest condominiums median sales price $133,000 is lower than Orange County as a whole and many surrounding jurisdictions including Mission Viejo. Overall, housing prices in Lake Forest are higher and condominium prices less than the County averages.

TABLE 12
LAKE FOREST AND SURROUNDING AREAS
HOME PRICES
AUGUST 1993

Jurisdiction	Zip Codes	Median Price		Units Sold
		Homes	Condos	
Laguna Hills	92653	$290,000	$125,000	64
Lake Forest	92630	$216,000	$133,000	79
Mission Viejo	92692	$212,000	$152,000	78

Source: Los Angeles Times, TRW Real Estate Market Information Services.

TABLE 13
LAKE FOREST
HOUSING AFFORDABILITY:1990

Income Group	Number of Households	Percent of Total	Affordable Monthly Housing Cost (a)	Affordable Housing Price (b)
< $ 5,000	202	1.0%	< $ 125	< $ 21,720
$ 5,000 - $ 9,999	409	2.1%	$ 125 - $ 250	$ 21,720 - $ 43,440
$ 10,000 - $14,999	496	2.5%	$ 250 - $ 375	$ 43,440 - $ 65,161
$ 15,000 - $24,999	1,434	7.2%	$ 375 - $ 625	$ 65,161 - $108,601
$ 25,000 - $34,999	2,152	10.9%	$ 625 - $ 875	$108,601 - $152,041
$ 35,000 - $49,999	3,390	17.1%	$ 875 - $1,250	$152,041 - $217,202
$ 50,000 - $74,999	5,834	29.4%	$1,250 - $1,850	$217,202 - $321,459
$ 75,000 - $99,999	3,280	16.6%	$1,850 - $2,500	$321,459 - $434,404
$100,000 +	2,620	13.2%	$2,500 +	$434,404 +
Total	19,817	100.0%		

Sources: (a) California State Department of Finance.
(b) U.S. Department of Commerce, Bureau of the Census, 1990 Census.

Notes: (a) Affordability based upon HUD, 30% income standard.
(b) Affordable housing price based upon 20% downpayment, 8% interest rate, 30-year fixed mortgage, and a 2 point fee (2% of the mortgage loan) to be paid up front.

Housing affordability is income dependent. The following table compares Lake Forest's household income distribution and affordable monthly housing costs to housing prices affordable to these income groups. Housing affordability is based upon HUD's 30% income standard.

Given the reported median for-sale home price in the City is valued at $216,000, at least 40% of the City's households cannot afford an average-priced home. Even though condominiums present a much lower price ($133,000), 19% of the City's households still cannot afford ownership of condominium units.

Rental Housing Cost: The rental housing market in Lake Forest is comprised of apartments, townhomes and condominiums, and single-family homes. To obtain rental rates for these units, issues collected from the Orange County Register were reviewed.

Very few apartments were advertised in the newspaper in comparison to other housing types. One 1-bedroom apartment was advertised for $720 monthly, and two-bedroom apartment rents ranged between $700-$800. The limited number of advertised apartment rentals is not a reflection of limited supply or low vacancies, but rather alternative means of advertising utilized by apartment management companies. In comparison to advertised rental rates, the 1990 Census documents a median rent of $844 for the El Toro Census Designated Place (CDP), a Federal location designation. Also, according to the Census data for the El Toro CDP, median gross rent is estimated at $700 for a studio or one-bedroom unit and $880 for a two-bedroom unit.

As advertised in the Orange County Register, rents for townhomes/condominiums were slightly lower than for single-family homes. One-bedroom units ranged in price from $650-$695 and two-bedroom

units cost between $725-$975. Three-bedroom units cost between $900-$1300.

The majority of units advertised for rent in the Orange County Register were single-family homes. Rental rates for two-bedroom single-family homes range from $725-$950 and three-bedroom homes from $1100-$1250. Four-bedroom homes rent between $1250-$1650.

Three surveys provide information on mobile home park space rents in Lake Forest:

- Informal survey by mobile home occupants
- General Plan Telephone survey
- City survey of mobilehome park owners/management

Several mobile home occupants have conducted an informal survey and determined that monthly space rents range from $431 to $534. These rents typically increase if the mobile home changes ownership. In comparison, the General Plan telephone survey documents average monthly park space rents of $468.

The City has recently surveyed Lake Forest's four mobile home parks (El Toro Mobile Estates, Forest Gardens, Prothero, and Kimberly Gardens) to determine park space rents. As indicated in the following table, park space rents ranged from a low of $421 to a high of $617.

TABLE 14
LAKE FOREST MOBILE HOME PARK SPACE RENTS
January 1993

Park	Rent		
	Low	Average	High
El Toro Mobile Estates 24921 Muirlands Blvd. *Senior Park - 55 years +* *328 spaces*	$446	$503	$617
Forest Gardens 24001 Muirlands Blvd. *Senior Park - 55 years +* *494 spaces*	$421	$456	$570
	(includes Cable TV)		
Prothero 24701 Raymond Way *Senior Park - 55 years +* *257 spaces*	$454	$490	$603
	(includes trash)		
Kimberly Gardens 24922 Muirlands Blvd. *Family Park - all ages* *159 spaces*	$480	$494	$543
	(includes trash, water)		

Source: City of Lake Forest Survey of Mobilehome Park Owners/Management.

According to 1993 HUD income guidelines, a four person household in Orange County classified as Very Low Income earns up to $28,250 annually, whereas a four person Low Income household earns up to $39,700. Based on Federal and state guidelines that households should not spend more than 30% of their gross income on housing (inclusive of utility costs), Very Low Income households can afford to pay up to $706 in monthly housing costs and Low Income households can afford to pay a maximum of $992 monthly. As is typical in most Southern California communities, Very Low Income households are faced with spending greater than 30% of their income on rental costs in Lake Forest as the majority of average rent categories exceed the level of affordability for Very Low Income households with the exception of mobilehome park space rents and some apartments. However, according to the Orange County Housing Authority, a large number of the City's mobilehome occupants earn below 30% of the Area Median Family Income (MFI), and even park space rents of $450 can represent a significant cost burden. In addition, Very Low Income households would be unable to pay the 1990 Census average rent of $844 without overpaying for housing. In contrast, Low Income households in Lake Forest can afford the average priced two bedroom single-family homes, and all averaged-priced townhomes/condominiums and apartments. A low income household would also be able to afford the average monthly rent of $844 as documented by the 1990 Census.

TABLE 15
LAKE FOREST
RENTAL RATES BY HOUSING TYPE

Housing Type	Range of Rental Rates
Single Family Homes:	
2 Bedroom	$725-$950
3 Bedroom	$1100-$1250
4 Bedroom	$1250-1650
Townhomes/Condominiums:	
1 Bedroom	$650-$695
2 Bedroom	$725-$975
3 Bedroom	$900-$1300
Apartments:	
1 Bedroom	$720
2 Bedroom	$700-$800

Source: Orange County Register, October 1993.

Housing Overpayment: Households which overpay for housing have limited income to pay for necessities such as food, clothing, utilities, and health care. Distinguishing between renter and owner housing overpayment is important because while homeowners may over-extend themselves financially to afford the option of home purchase, the owner always maintains the option of selling the home. Renters, on the other hand, are limited to the rental market and are generally required to pay the rent established in that market.

Table 16 presents information on Very Low and Low income households in Lake Forest which paid greater than 30% of their income on housing in 1990. This analysis is based on HUD's 1989 income standards because it evaluates affordability from the 1990 Census.

Overall, an estimated 2,856 lower income households overpay for housing in Lake Forest, representing 14% of the City's total households. Of these households 1,357 Low and 1,499 Very Low income households overpay for housing. The majority of Very Low income households are renter households with 975 overpaying. In comparison, 524 of Very Low income owner households overpay for housing.

TABLE 16
LAKE FOREST
HOUSEHOLDS SPENDING GREATER THAN 30% OF THEIR INCOME ON HOUSING: 1990

Household Income Level	Owner	Renter	Total
Very Low (< $23,450)	524	975	1,499
Low ($23,451 - $34,000)	501	856	1,357
Total	1,025	1,831	2,856

Sources: U.S. Department of Commerce, Bureau of Census, 1990 Census Report.
HUD Income Standards 1989.

Assisted Housing At-Risk of Conversion

State law requires the City to identify, analyze and propose programs to preserve housing units that are currently deed restricted to low income housing use and will possibly be lost as low-income housing as these deed restrictions expire. This section identifies those units in Lake Forest, analyzes their potential to convert to non-low income housing uses and analyzes the costs to preserve and/or replace those units. Goals, policies and programs to preserve these units are presented in Section III (Housing Plan) of this Housing Element.

Consistent with State requirements, the assisted housing analysis includes the following components:

- An inventory of restricted low income housing projects in the City and their potential for conversion;
- An analysis of the costs of preserving and/or replacing the units "at-risk" and a comparison of these costs;
- An analysis of the organizational and financial resources available for preserving and/or replacing the units "at-risk";
- Quantified objectives for the number of "at-risk" units to be preserved; and
- Programs for preserving the "at-risk" units.

Inventory of At-Risk Housing: This section identifies all of the restricted low income rental housing units in the City of Lake Forest that are at risk of converting to market rate housing uses prior to June 30, 1999.

The inventory of assisted units included a review of all multi-family rental units assisted under federal, state and/or local programs, including HUD programs; state and local bond programs; redevelopment programs; and local in-lieu fees, inclusionary, density bonus, or direct assistance programs. The inventory also covers all units that are eligible to change to non-low income housing units due to termination of subsidy contract, mortgage prepayment, or expiring use restrictions. The inventory was compiled by interviews with City and County staff, and review of "Inventory of Federally Subsidized Low-Income Rental Units at Risk of Conversion" (California Housing Partnership Corporation), and "The Use of Housing Revenue Bond Proceeds - 1991", (California Debt Advisory Commission).

Description of Assisted Housing Projects: The following section identifies the City's assisted housing units that are at risk of converting to market rate housing. Table 17 identifies all assisted housing units in the City (including at-risk units) to help City staff in monitoring its assisted housing stock.

The Multi-Family Revenue Bond Program was developed in Orange County in 1982 and was designed to make financing available to developers for the construction of multi-family rental units. In order to receive financing through the bond program, developers must reserve for 10 years, 20% of the units for rental use by families or individuals who earn 80% or less of the median family income in Orange County.

Bonds issued prior to 1986 only placed restriction on the occupancy of 20 percent of the units for low and moderate income households. No restriction was placed on the rental rates of the units, and rents for income-restricted units were the same as market units (refer to Table 18). Bonds issued after 1985 do however place a ten-year rent restriction on 20% of the units

TABLE 17
LAKE FOREST
INVENTORY OF ASSISTED HOUSING PROJECTS

Assisted Housing Projects	Total Units	Assisted Units	Applicable Programs	Potential Conversion Date
At-Risk Assisted Units				
River Oaks 20702 El Toro Road	180	36	Multi-Family Revenue Bond	1995
Vintage Woods 26365 Vintage Woods Rd.	328	66	Multi-Family Revenue Bond	1994
Emerald Court 21141 Canada Rd.	288	58	Multi-Family Revenue Bond	1995
Spring Lakes 21641 Canada Dr.	180	36	Multi-Family Revenue Bond	1995
Westridge 26571 Normandale Dr.	390	78	Multi-Family Revenue Bond	1995
Assisted Units Not At Risk				
Siena Terrace 20041 Canada Road	356	71	No public funding involved	Bond paid off/No contractual low income use restrictions remain
Trabuco Woods 27159 Rimhurst Road	72	14	Multi-Family Revenue Bond	2008

Source: California Department Advisory Commission, *The Use of Housing Revenue Bond Proceeds,* November 1991.

to be affordable to low and moderate income households.

Lake Forest has five County multi-family revenue bond rental housing projects at risk of conversion prior to June 30, 1999: River Oaks, Vintage Woods, Emerald Court, Spring Lakes, and Westridge. In addition, Siena Terrace was initially assisted with a County multi-family revenue bond, which has been completely paid off by the project owner. While currently the owner is still honoring the low-income use restrictions, discussions with the project owner indicate that these restrictions will be discontinued in two to three years. Another multi-family revenue bond project, Trabuco Woods, has recently been re-financed and low income use restrictions are extended to 2008.

Low income use restrictions on these projects are subject to the following expiration dates. The 180-unit River Oaks project contains 36 income-restricted units. Use restrictions on River Oaks are eligible to expire in 1995. Vintage Woods is a 328-unit housing project with 66 income-restricted units. Restrictions on this project expire in 1994. Emerald Court is a 288-unit housing project with 58 units set-aside for lower income households. Use restrictions on Emerald Court are eligible to expire in 1995. Spring Lakes is a 180-unit housing project with 36 income-restricted units. Use restrictions on these units are eligible to expire in 1995. The 390-unit Westridge has 78 income-restricted units. Use restrictions on this project can expire in 1995. The 390-unit Westridge has 78 income-restricted units. Use restrictions on this project can expire in 1995. Siena Terrace contains 356 units, 71 of which are currently preserved for lower income households. Use restrictions on Siena Terrace may expire in 1996 or 1997. The 72-unit Trabuco Woods project contains 14 income-restricted units. This project has recently been refinanced and use restrictions on this project have been extended to 2008. All of the City's bond-financed projects are family units; no project or unit is specifically designated for elderly persons.

TABLE 18
RENTAL RATES OF AT-RISK UNITS

Project	Income-Restricted Units		
	Studio	One-Bedroom	Two-Bedroom
River Oaks	----	$705-735	$830-860
Vintage Woods	----	$650-725	$830-925
Emerald Court	$635-670	$685-745	$835-1,050
Spring Lakes	$610-665	$695-745	$880-960
Westridge	$660	$675	$835-875
Siena Terrace	----	$650	$850

Source: Telephone interview with individual projecvt management companies, June 1994.

Note: Rental rates are the same for income restricted and market rate units.

Conversion Potential: The at-risk projects only maintain an occupancy restriction but not a rent restriction. Based on discussions with individual management companies for the bond projects, there is no differential rental rate between income-restricted units and non-restricted units in the projects. Thus, there will not be any financial impact on low income households upon expiration of the income restrictions on these projects.

Cost Analysis: A total of 274 multi-family rental units are at-risk of losing their low-income use restrictions prior to June 30, 1999. (Siena Terrace has no contractual use restriction. The Trabuco Woods development is not included in this analysis because its use restrictions are not eligible to expire until 2008.) The following discussion examines both the cost of preserving the units at-risk and the costs of producing new rental housing comparable in size and rent levels to replace the units which could convert. Actual costs involved in each option will depend on the rental and real estate market at the time the low-income use restrictions on the project expire.

Preservation Costs: Preservation of the low-income units in River Oaks, Vintage Woods, Emerald Court, Spring Lakes, and Westridge can generally be achieved in three ways: refinance of mortgage bonds, use of Section 8 rent subsidies, or transfer of ownership to a non-profit or public entity. Because transfer of ownership usually involves the projects in their entirety, it would not be an economically feasible option to preserve the 20% of the units in these projects. Thus, the following analysis focuses on bond-refinancing and rent subsidies as the options for preservation.

Refinance Mortgage Revenue Bond: The most likely option to preserve the low-income use restriction of the 274 bond-financed units in the City is to refinance the mortgage revenue bonds. While the interest rate is rising as the California economy continues to pull out of its current recession, the rate is still not near the level when these bond projects were financed in the 1980s. Discussions with several financing experts indicate that refinancing is still a viable option for preserving the use restrictions on these units.

The County of Orange has refinanced a number of bond projects at interest rates that are well below those previously offered. The County is interested in continuing to use this as a mechanism to preserve low income units. Because of the lower interest rates, project owners have a financial incentive to refinance these bonds and extend low income use restrictions.

If refinanced, these apartments would be required by the 1986 Tax Reform Act to commit the 20% low-income units for the greater of 15 years or as long as the bond is outstanding. The costs to refinance each bond would include the difference in interest rates on the remaining debt between the previous and the renegotiated bond packages, an issuance cost which amounts to approximately 1-2% of the bond (to be paid up front by the City or the County), and administrative costs.

The Trabuco Woods apartment project in Lake Forest has recently refinanced the mortgage revenue bonds, extending the low income use restrictions from 1996 to 2008. In addition, half of the projects low income units must now be restricted for very low income households, thus increasing the affordability of these units for

those persons having the greatest need. The City entered into a cooperative agreement with the County for the refinancing, and adopted a Resolution "Adopting a Multi-Family Housing Finance Program in Cooperation with the County of Orange."

The City will continue to work with the County and project owners to refinance multi-family mortgage revenue projects as their affordable use restrictions become eligible to expire.

Rent Subsidy: When the low-income use restrictions on these bond projects expire, Section 8 rent subsidies can be used as a means of providing continued affordability to very low income tenants. Under the Section 8 rent subsidy program, HUD pays owners the difference between what tenants can afford in rent payments (defined as 30% of household income) and what HUD and the local Housing Authority estimate to be Fair Market Rent on the unit.

Section 8 certificates are only available to very low income households - households earning less than 50% of the HUD area median income for Orange County - $56,500. Assuming the average very low income households has an income at 30% of the regional median income, the average income of Section 8 recipients would be $16,950. Under these assumptions, monthly housing costs affordable to Section 8 recipients are estimated to be approximately $424 (based on HUD's definition of affordable housing costs as 30% of gross household income).

According to the Orange County Housing Authority, monthly fair market rent for a studio is $653, $714 for a one-bedroom units, and $882 for a two-bedroom unit. Thus, the difference between housing costs affordable to very low income and the fair market rent is $229 for a studio, $290 for a one-bedroom unit, and $458 for a two-bedroom unit. Given the overall unit mix of 30 studios, 115 one-bedroom units, and 129 two-bedroom units in the at-risk projects in Lake Forest (based on current occupancy and project unit mix), the total cost of subsidizing the rents in these projects is estimated at $1,191,624 annually.

Replacement Costs: This section analyzes the cost of constructing new low-income housing units to replace the at-risk units should they be converted from low-income uses. Possible developers include non-profit organizations and private development companies.

The cost of developing new housing depends upon a variety of factors such as density, size of the units (ie., number of bedrooms), location and related land costs, and type of construction. In general, land costs in Southern California are quite high. The costs provided in the following table reflect a variety of projects, ranging in size from two to five bedrooms and in density from 12 to 25 dwelling units per acre. While the estimates are not specifically tailored to the cost of replacing units in Lake Forest, they provide an "order of magnitude" reference for estimating these costs. Based on these estimates, an estimated $25,619,000 is required to replace the 274 at-risk units.

TABLE 19
MULTI-FAMILY UNIT REPLACEMENT COSTS

Cost Category	Per Unit Cost Range	Average
Land Costs	$20,000 - $30,000/du	$25,000
Construction Costs	$50,000 - $70,000/du	$60,000
Other (Financing, Architectural, etc.	$ 7,000 - $10,000/du	$ 8,500
TOTAL PER UNIT	$70,000 - $110,000/du	$93,500

Source: California Housing Partnership

Cost Comparison: The costs to refinance an existing bond under the current owners are based primarily on the outstanding debt, and the difference in interest rates on the remaining debt between the previous and renegotiated bond packages. Refinancing the existing bond is probably the least costly preservation option for bond-financed project.

Resources for Preservation: One of the major factors to be considered in formulating programs to preserve the "at-risk" units is the financial and institutional resources available for such programs. The following provides a brief overview of those resources.

Financing/Subsidy Resources: There are a variety of potential funding sources available for potential acquisition, subsidy or replacement of units at-risk. Due to both the high costs of developing and preserving housing and limitations on both the amount and uses of funds, a variety of funding sources may be required.

CDBG Funds: Through the Community Development Block Grant (CDBG) program, HUD provides funds to local governments for funding a wide range of community development activities. As a new federal entitlement jurisdiction, Lake Forest will receive its first allotment of CDBG funds in July 1994. The City's first year CDBG allotment is $371,000. Should the need arise to use CDBG funds for housing preservation in the future, a portion of the funds allocated to Lake Forest could be utilized to preserve at-risk housing units.

HOME Funds: A major new source of federal housing funds are now available under the HOME (Home Investment Partnerships) program. A federal priority for use of these funds is preservation of the at-risk housing stock. As an "entitlement" jurisdiction, the City can apply to the State through a competitive process for an allocation of up to $1 million in HOME funds.

General Revenues: The City does not currently fund housing programs out of general revenue funds.

Administration Resources: An alternative to providing subsidies to existing owners to keep units available as low income housing is for public or non-profit agencies to acquire or construct housing units to replace "at-risk" units lost to conversion. Nonprofit ownership ensures the future availability of purchased units as low-income housing. Several nonprofit agencies in Southern California have

expressed an interest in purchasing and/or managing "at-risk" or replacement units in Orange County.

The Orange County Community Housing Corporation (OCCHC): OCCHC is the oldest and largest non-profit affordable housing developer in Orange County. With assets exceeding $6.6 million, OCCHC has been involved in 14 housing projects for very low-income large families throughout Orange County. Developments by OCCHC include: 1) Domingo Avenue Apartments (28 units), Newport Beach; 2) Berry Street Apartments (4 units), Anaheim; 3) Coffield Apartments (24 units), Dana Point; 4) Irvine Condominiums (6 units), Irvine; 5) Buena Street Apartments (28 units), Garden Grove; and 6) Keel Street Shelter (8 units), in Garden Grove. OCCHC participates in the management as well as the development of low income housing and has expressed interest in preserving "at-risk" units in Lake Forest. Contact: Allen Baldwin (714) 558-6006.

Civic Center Barrio Housing Corporation: Civic Center Barrio Housing Corporation also has considerable experience in, and resources for, the development and or management of low income housing. Barrio Housing owns and operates over 130 housing units in Orange County and San Diego County and has been involved in the development of over 400 affordable units. Barrio Housing has staff of three full time employees and has been operating in Orange County for 16 years. Representatives from Barrio Housing indicate that the corporation would be interested in purchasing at-risk units in Lake Forest. Contact: Helen Brown (714) 835-0406.

HomeAid: HomeAid is a non-profit corporation established by the Building Industry Association of Southern California to help alleviate the homeless problem in the region. The HomeAid program has a dual focus: to construct or renovate shelters for the transitionally homeless and to develop housing for low and very low income families and individuals. Discussion with a representative of HomeAid indicates that this agency is very interested in preserving at-risk housing in Orange County.

Projects completed or in progress in Orange County by HomeAid include:

1) Thomas House (Garden Grove) - refurbishing of an eight-unit apartment building for homeless families;

2) Interval House (central Orange County) - rehabilitation and upgrading of an existing home for battered women and their children;

3) New Vista Shelter (Fullerton) - rebuilding of an apartment building for homeless families;

4) Don R. Roth Family Center (Orange) - construction of three new duplexes for homeless families;

5) Anchor House (San Clemente) - rehabilitation of a duplex for homeless families;

6) Anaheim Interfaith Shelter (Anaheim) - refurbishing and expansion of a single-family home for homeless families;

7) Huntington Youth Shelter (Huntington Beach) - refurbishing of a historic farmhouse and addition of 12 new bedrooms for a facility to house homeless and runaway teens;

8) Santa Ana YWCA Second Stage Housing (Santa Ana) - refurbishing of a four-unit apartment building for homeless women and their children;

9) Friendship Shelter (Laguna Beach) - refurbishing and enlarging of a detached home to provide shelter for homeless men and women; and

10) Precious Life Shelter (north Orange County) - expansion and rehabilitation of a home for unwed mothers and their newborn babies. Contact: Christine Diemer (714) 553-9500.

Quantified Objectives

It is the objective of the City and the County to either retain or replace as low income housing all 274 units with the potential to convert prior to June 30, 1999. The County has expressed its commitment to preserving these at-risk units through bond refinancing.

MARKET CONSTRAINTS

The high cost of renting or buying housing is the primary ongoing constraint to providing adequate housing in the City of Lake Forest. High construction costs, labor costs, land costs and market financing constraints all contribute to limiting the availability of affordable housing.

Construction Costs

The single largest cost associated with building a new house is the cost of building materials, comprising between 40 to 50% of the sales price of a home. According to the Construction Industry Research Board, overall construction costs rose over 30% during the past decade. Construction costs for wood frame, single-family homes of average to good quality range from $45 to $60 per square foot. Custom homes and units with extra amenities run substantially higher. Costs for wood frame, multi-family construction average around $42 per square foot, exclusive of parking. Construction of subterranean parking commands a much higher cost than surface parking, although most residential parking in Lake Forest is and will continue to be in above-ground parking lots.

Lower housing costs can be achieved with the following factors: a) reduction in amenities and quality of building materials (above a minimum acceptability for health, safety, and adequate performance); b) availability of skilled construction crews who will work for less than union wages; and c) use of manufactured housing (including both mobile home and modular housing). An additional factor related to construction costs is the number of units built at the same time. As the number of units developed increases, construction costs over the entire development are generally reduced based on economies of scale. This reduction in costs is of particular benefit when density bonuses are utilized for the provision of affordable housing.

Land Costs

The City's incorporated area is approaching buildout with no large tracts of land available for residential development. The sphere of influence does contain, however, vacant land for residential uses. According to a recent (1994) article in *The Los Angeles Times,* single-family lots in the City's sphere of influence have sold for $80,000-$100,000 in the past. Currently (February 1994), single-family lots cost approximately $50,000.

Financing

While interest rates have fallen more than 10% since peaking near 20% in the early

1980s, they still have a substantial impact on housing costs which is felt by renters, purchasers and developers. An additional obstacle for the first-time home buyer is the 10-20% downpayment required by lending institutions.

Interest rates are determined by national policies and economic conditions, and there is little that local governments can do to affect these rates. Jurisdictions can, however, offer interest rate write-downs to extend home purchase opportunities to lower income households. In addition, government insured loan programs may be available to reduce mortgage downpayment requirements.

The Community Reinvestment Act (CRA) of 1977 regulates community bank lending practices in lower income neighborhoods. A lender or insurer cannot deny an applicant a loan solely based on location. Similarly, an applicant cannot be denied a loan based on different or subjective underwriting standards within a market area. The same type of credit must be extended to all applicants with similar credit history, employment record, financial condition, and loan-to-value-ratio.

Under the CRA, banks are also required to lend within low- and moderate-income communities, to have meaningful communication with members of the community regarding banking services, and to market or provide special credit-related information programs to make residents aware of the bank's credit services. It is believed that if local banks increase budgeted funds for well publicized community banking programs and services, they will help improve the economic livelihood of the community they serve. Based upon a showing of poor local bank participation within low- and moderate-income neighborhoods, the federal banking system can deny application of national banks to merge or expand.

One way to monitor the lending practices in a city is the Home Mortgage Disclosure Act (HMDA) which requires major lending institutions to disclose the number, amount, and location of mortgage and rehabilitation loans originated or purchased. Annual HMDA reports were reviewed to evaluate whether residential financing is generally available in Lake Forest. Census tract 320.14 is the only low income tract within Lake Forest. A smaller proportion (75%) of home purchase loans were approved in Census Tract 320.14 than the entire City (84%). In addition, fewer home improvement loans and refinancing loans (63%) were approved in Census Tract 320.14 than the City (75%).

GOVERNMENTAL CONSTRAINTS

Housing affordability is affected by factors in both the private and public sectors. Actions by the City can impact the price and availability of housing in the City. Land use controls, site improvement requirements, building codes, fees and other local programs intended to improve the overall quality of housing may have the unintended consequence of serving as a constraint to housing development.

Land Use Controls

Prior to the City's incorporation, development in the City of Lake Forest was controlled by Orange County. The City assumed the responsibility of development review upon incorporation. The City has adopted the Orange County Zoning Code, which provides for a full range of residential types and densities as depicted in Table H-20.

The Zoning Code contains parking standards for single and multi-family uses. Two spaces are required for every single-family unit. For multi-family units, the

requirements vary based on the number of bedrooms in the unit, as defined below:

In addition to the above standards, two-tenths (0.2) guest parking spaces per dwelling unit must be provided. For multi-family uses, only one of the parking spaces is required to be covered. Projects with five or more units, or second units are not required to have covered parking.

Manufactured housing offers additional affordable housing opportunities to City residents. Manufactured housing is permitted by right in any residential district in the City and in the Residential-Professional District. Second units are also permitted on single-family zoned lots.

Fees and Improvements

Cities charge fees to cover the cost of processing permits. In the City of Lake Forest, applicants deposit a certain amount of money for various processing procedures. The City charges the applicant an hourly fee for services from the deposit amount (see Table H-21). The City is in the process of reviewing the development fee schedule it inherited from Orange County, and making recommendations for significant fee reductions related to development entitlements.

Number of Bedrooms	Parking Requirement (Number of Spaces)
0-1	1.5 spaces
2	2 spaces
3+	2.5 spaces/du + 1/2 space for each bedroom in excess of three

TABLE H-20
LAKE FOREST DEVELOPMENT STANDARDS

Zoning District/ General Plan Designations	Area	Height	Site Coverage	Distance Between Principal Structures	Area Per Unit	Setbacks From Street			Setbacks From Property Line		
						Front	Side	Rear	Front	Side	Rear
Estates (E1)/ Very Low Density (0-2 du/ac)	1 acre minimum	35 feet maximum	35% maximum	-	-	45	20	50	-	20	50 or D
Residential Hillside Estates (RHE)/ Very Low Density (0-2 du/ac)	10,000 sq. ft. minimum	35 feet maximum	35% maximum	-	-	10	8	25	-	8	25 or D
Small Estates (E4)/ Very Low Density (0-2 du/ac)	10,000 sq. ft. minimum	35 feet maximum	35% maximum	-	-	30	A	25	-	A	25 or D
Residential Estates (RE)/ Very Low Density (0-2 du/ac)	20,000 sq. ft. minimum	35 feet maximum	35% maximum	-	-	40	A	25	-	A	25 or D
Single-Family Residence (R1)/ Low Density (2-7 du/ac)	7,200 sq. ft. minimum	35 feet maximum	-	-	-	20	5	25	-	5	25 or D
Residential, Single-Family (RS)/ Low Density (2-7 du/ac)	7,000 sq. ft. minimum	35 feet maximum	-	-	-	10	10	10	-	C	-

TABLE H-20
LAKE FOREST DEVELOPMENT STANDARDS
(Continued)

Zoning District/ General Plan Designations	Area	Height	Site Coverage	Distance Between Principal Structures	Area Per Unit	Setbacks From Street			Setbacks From Property Line		
						Front	Side	Rear	Front	Side	Rear
Two-Family Residence (R2D)/ Low-Medium Density (7-15 du/ac)	7,200 sq. ft. minimum	35 feet maximum	60% maximum	-		20	5	25	-	5	25 or D
Multi-Family Dwellings (R2)/ Medium Density (15-25 du/ac)	7,200 sq. ft. minimum	35 feet maximum	-	10 feet minimum	1,000 sq. ft. minimum	20	5	25	-	5	25 or D
Apartment (R3)/ Medium Density (15-25 du/ac)	7,200 sq. ft. minimum	65 feet maximum	-	15 feet minimum	1,000 sq. ft. minimum	20	B	25	-	B	25 or D
Suburban Multi-family Residential (R4)/ Medium Density (15-25 du/ac)	7,200 sq. ft. minimum	35 feet maximum	-	15 feet minimum	3,000 sq. ft. minimum	20	5	25	-	5	25 or D
Residential-Professional (RP)/ High Density (25-43 du/ac)	7,200 sq. ft. minimum	35 feet maximum	-	-	3,000 sq. ft. minimum	20	5	25	20	5	25

Note:
A. Ten (10) percent of average ultimate net width of building site - maximumtwenty (20) feet.
B. Five (5) feet; add one (1) foot for each additional story over two (2).
C. Ten (10) feet on one (1) side only or ten (10) feet total of two (2) sides combined.
D. In computing the depth of a rear setback from any building where such setback opens on an alley, private street, public park or public beach, one-half of the width of such alley, street, park or beach may be deemed to be a portion of the rear setback, except that under this provision, no rear setback shall be less than fifteen (15) feet.

Source: City of Lake Forest Zoning Ordinance.

TABLE H-21
LAKE FOREST
DEPOSIT SCHEDULE FOR DEVELOPMENT

	Deposit Amount
Site Plan	
Administrative Review	$3,500
Discretionary Review	$5,500
Revisions:	
Administrative Review	$1,200
Discretionary Review	$2,500
Subdivision Mappings	
Screen Checks	$3,500
Tract Maps	$5,500
Parcel Maps (filing)	$5,000
Revised Maps	$2,500
Time Extensions	$ 500
Vesting Maps	$6,500
Conditional Use Permit	$5,500
Zoning Variance	$5,500 $ 250 (for minor residential variance)

Source: City of Lake Forest, February 1994.

Building Codes and Enforcement

The City of Lake Forest has adopted the 1991 version of the Uniform Building Code. This code is considered to be the minimum necessary to protect the public health, safety and welfare. The local enforcement of this code does not add significantly to the cost of housing.

Local Processing and Permit Procedures

The evaluation and review process required by City procedures contributes to the cost of housing in that holding costs incurred by developers are ultimately manifested in the unit's selling price. The City of Lake Forest contracts out all of its permit processing duties and the cost of these services is minimal.

The processing schedule for conditional use and site development permits takes approximately 51-60 days. Applicants are encouraged to meet with staff early in the design process to discuss potential concerns, although this is not mandatory. Once the applicant has submitted an application, the plans are reviewed for completeness, and if complete, they are sent to various departments (fire, building, public works, etc.) for their review. Approximately one month after the application is submitted, the applicant will receive the City's comments. The applicant then has the opportunity to revise the plans and resubmit to the City for final plan check. The application then goes to public hearing and the Planning Commission makes the final decision on the proposal.

The Orange County Affordable Housing Task Force conducted a survey of permit processing times for communities throughout the County, as part of The Guidebook for Making Housing Affordable. Average processing times for projects requiring discretionary approvals ranged from 60 - 270 days. Development processing times in Lake Forest compared favorably with those identified in the survey, and are therefore not considered a constraint to development. The City will however consider adoption of administerial review procedures for multi-family projects with ten or fewer units as a means of minimizing processing times.

INFRASTRUCTURE CONSTRAINTS

Another factor adding to the cost of new construction is the cost of providing adequate infrastructure--major and local streets; curbs, gutters, and sidewalks; water and sewer lines; and street lighting--which is required to be built or installed in new development. In most cases, these improvements are dedicated to the City, which is then responsible for their maintenance. The cost of these facilities is eventually passed on to the homebuyer or property owner in the form of higher prices for new homes.

An extensive infrastructure system is already in place within the Lake Forest City limits. Water and sewer lines are relatively new and in good condition, and can accommodate additional development proposed under the General Plan. No major infrastructure deficiencies exist in the City.

OPPORTUNITIES FOR ENERGY CONSERVATION

Under current law, this Lake Forest Housing Element must include the following:

> Analysis of opportunities for energy conservation with respect to residential development. Government Code Section 65583(a)(7).

The Legislature in 1974 created the California Energy Commission to deal with the issue of energy conservation. The Commission in 1977 adopted conservation standards for new buildings. The Legislature directed the Commission to periodically improve the standards to account for state-of-the-art energy efficient building design. The Commission has adopted revised energy standards for new residential buildings. The revised energy conservation standards for new residential buildings have been placed in Title 24 of the California Administrative code. The new standards apply to all new residential buildings (and additions to residential buildings) except hotels, motels, and buildings with four or more habitable stores and hotels. The regulations specify energy saving design for walls, ceilings and floor installations, as well as heating and cooling equipment and systems, gas cooling devices, conservation standards and the use of nondepleting energy sources, such as solar energy or wind power.

In relation to new residential development, and especially affordable housing, construction of an energy efficient building does add to the original production costs of ownership and rental housing. Over time, however, the housing with energy conservation features should have reduced occupancy costs because the consumption of fuel and electricity is decreased. This means the monthly housing costs may be equal to or less than what they otherwise would have been, if no energy conservation devices were incorporated in the new residential buildings. Reduced energy consumption in new residential structures is one way of achieving affordable housing costs when those costs are measured in monthly carrying costs as contrasted to original sales price or production costs.

Strategies the City can undertake to conserve energy include:

- Locating the structure on the northern portion of the sunniest area on the site.

- Designing the structure to admit the maximum amount of sunlight into the building and to reduce exposure to extreme weather conditions.

- Locating indoor areas of maximum usage along the south face of the building and placing corridors, closets, laundry rooms, power core, and garages along the north face to the building to serve as a buffer between heated spaces the colder north face.

- Making the main entrance a small, enclosed space that creates an air lock between the building and its exterior; orienting the entrance away from prevailing winds; or using a windbreak to reduce the wind velocity against the entrance.

- Locating window openings to the south and keeping east, west and north windows small, recessed, and double-glazed.

These and any other potential state-of-the-art opportunities could be evaluated within the context of environmental impact reports and/or site plan review. Feasible site planning and/or building design energy conservation opportunities then could be incorporated into the project design.

APPENDIX D:
REGIONAL HOUSING NEEDS WORKSHEET

LAKE FOREST

GENERAL PLAN

REGIONAL HOUSING NEEDS WORKSHEET

Background

The regional housing growth needs for Lake Forest were developed using the SCAG 1988 Regional Housing Needs Assessment (RHNA) methodology. Regional growth needs are defined as the number of units that would have to be added in each jurisdiction to accommodate the forecasted growth in the number of households by July 1, 1994. (As the SCAG Housing Element cycle has been extended two years, jurisdictions have until June 30, 1996 to fulfill regional growth needs).

The Future Need additional units are then further broken down by the income levels of the households that they would be supplied for. The four household income categories used are defined by state law. They are "very low" (less than 50% of median), "low" (50% to 80% of median), "moderate" (80% to 120% of median), and "upper" (more than 120% of median).

The state housing law requires that in allocating this percentage distribution by income level for each city, further "impaction," or concentration of lower income households, be avoided. This means that the percentage distribution of very low and low income households accommodated by additional units should be less than the existing percentage of such lower income households in jurisdictions that already exceed the regional average percentage of such households. These jurisdictions with higher than average concentrations of lower income households are called "impacted" jurisdictions.

The RHNA deals with the "avoidance of impaction" issue by allocating reduced percentages of lower income and increased percentages of middle and upper income units to impacted jurisdictions, while doing the reverse for non-impacted jurisdictions. All jurisdictions are given Future Need lower income percentages 25% closer to the regional average percentage than the percentage now existing in each jurisdiction. (For example, if 40% of households in the region were lower income and 50% of the households in impacted jurisdiction "X" were lower income, the Future Need additional units would be 47.5% lower income. Likewise, a non-impacted jurisdiction "Y" with 30% of its households now lower income, would be allocated a 32.5% lower income proportion for its additional units).

Methodology

The total future need for the RHNA is determined according to a method which accounts for growth in the number of households expected, the need to achieve ideal vacancy rates, and compensation for anticipated demolition.

Future Need = Household Growth + Vacancy Adjustment + Demolition Adjustment
7/89-6/94

Household Growth is derived from Orange County Preferred Projections - 1992 (OCP-92). According to these projections, an estimated 256 housing units will be added to the Lake Forest housing stock between January 1990 and 1995, approximating expected growth from 7/89 - 6/94.

Using the RHNA formula, the **vacancy adjustment** for Lake Forest can be calculated as follows:

Total 1990 Dus	% Single-Fam Dus	Ideal Vacancy Rate (1)	Actual Vacancy Rate (2)	Existing Vacancy Need (3)	Additional Vacancy Need (4)	=	Total Vacancy Adjustment (5)
20,783	.68	2.96	2.9	+12	8		20

(1) Ideal vacancy rate calculated by multiplying single-family unit proportion by 2 and remaining proportion by 5, to equal a 2% vacancy rate for single-family units, and 5% vacancy rate for other units.

(2) Federal Home Loan Bank Board.

(3) Additional (or fewer) units needed to bring vacancy rate to ideal. Derived by subtracting (actual vacancy rate - Total DUs) from (ideal vacancy rate/total DUs).

(4) Additional number of units needed to maintain ideal vacancy rates as jurisdiction grows. Determined by multiplying 5-year household growth by City's ideal vacancy rate.

(5) Total number of units which must be added (or credited against demand) to attain and maintain ideal rates. It is the sum of existing vacancy need and additional vacancy need.

The **demolition adjustment** is determined by using data on actual demolitions over the preceding three-year period, and projecting demolitions over the ensuing five years. As no residential demolitions occurred in Lake Forest over the past three years, and no significant demolition activity is anticipated, the City's demolition adjustment is zero. Given these three factors, Lake Forest's regional housing growth needs for the 7/89-6/94 period can be determined as follows:

256 (Household Growth)	+	20 (Vacancy Adjustment)	+	0 (Demolition Adjustment)	=	276 Units

The City's future need of 276 is then divided into the four HUD income groups as follows:

	Lake Forest Income Distribution	Regional Income Distribution	25% Avoidance Impaction Adjustment	Regional Needs by Income Category
Very Low Income	11.6%	21.0%	13.95%	38
Low Income	15.6%	18.8%	16.40%	46
Moderate Income	22.2%	22.0%	22.15%	61
Upper Income	50.6%	38.2%	47.50%	131
				276

APPENDIX E:
RECREATION AND RESOURCES
TECHNICAL BACKGROUND REPORT

LAKE FOREST

GENERAL PLAN

RECREATION AND RESOURCES ELEMENT

TECHNICAL BACKGROUND REPORT

PARK AND RECREATION DEMAND AND TRENDS

DEMOGRAPHIC ASSUMPTIONS AND TRENDS

The demographic data used as a basis for the estimates of demand for park and recreation facilities were obtained from the General Plan Consultant and are largely based on the 1990 census. As shown in the following table, the City of Lake Forest is essentially built-out. The Department of Finance estimate of 1993 population shows an increase of 2.1 percent per year over the 1990 census figure. By the year 2010, the County of Orange projection shows an increase of only another 1.7 percent over the entire 17 year period or an annualized growth rate of a mere 0.1 percent per year. The City's Sphere of Influence is expected to experience significant growth over the next 20 year period. However, this area was not included in the Demand Analysis presented in this report.

Information regarding the distribution of age, household size, and income characteristics of Lake Forest residents was obtained from data prepared by the General Plan Consultant and presented in detail in the General Plan documentation. These factors are most closely correlated with participation in recreation activities. These data were then used as input to the analysis which is described below to determine the demand for Park and Recreation facilities in Lake Forest. The City has a younger age, larger household size and higher income profile than average, all of which are factors associated with an above average demand for park and recreation facilities.

POPULATION ESTIMATES AND PROJECTIONS

Year/Source	City of Lake Forest			Sphere of Influence		
	Population	Households	Housing Units	Population	Households	Housing Units
1990 - Census	54,989	19,196	20,188	2,823	982	1,025
1993 - Dept. of Finance	58,182	19,817	20,796	N.A.	N.A.	N.A.
2010-County of Orange*	59,171	21,543	N.A.	17,463*	N.A.	6,350

* Sphere of Influence Unit Estimate based on Development Agreements and Zoning. Population estimates use an assumption of 2.75 persons/housing unit.

Source: Data provided by Cotton/Beland/Associates.

PARK ACREAGE

According to the population research, 58,182 people live within the boundaries of the City of Lake Forest. The City has established a standard of providing 5 acres of parkland for every 1,000 residents in the City. This standard applied to the population figure of 58,182 indicates that 290 acres of parkland are needed in the City.

The following two charts describe park acreage standards for neighboring communities (as a comparison) and a calculation of park acreage needs for the City of Lake Forest for 1993 and 2010 for both a 5 acre/1000 park standard and a 6 acre/1000 park standard. The acreage shown for county regional trails and open space can be a bit misleading in that it is not acreage that is useable for recreation facility development and thus should not be considered for meeting the city's park acreage deficit.

PARKLAND STANDARDS STUDY
LAKE FOREST RECREATION ELEMENT

Public Agency	Standard	Comments
National Recreation and Parks Association	2.5 ac./1000 2.5 ac./1000	Neighborhood Parks Community Parks
State Quimby Act	3 ac./1000	This is the only State standard and it deals with funds required from developers for parkland development.
Irvine	5 ac./1000	Standard includes developed parkland--no schools or open space. 2 ac./1000 Community Parks 3 ac./1000 Neighborhood Parks (allows private parkland @ 1-2 ac/1000 pop minimum of 2500 pop served)
Laguna Hills	6 acres/1000	Standard includes: "functional" parkland, not sloped areas. Also includes "functional" undeveloped open space at 100% credit, and open space slope areas over 5% at 25% credit. Includes 50% credit for school open space.
Mission Viejo	6 acres/1000	Standard includes "useable" parkland, no schools or open space. Current developed parks provide 5.25 acres/1000.
Orange County	2.5 ac./1000	Local park standard, to provide active and passive parkland for neighborhood and communities-does not include regional parks.

PARKLAND STANDARDS EVALUATION @ 5 ac/1000

Year	Population	Park Standard 5 ac/1000	Existing City Parkland [5]	Surplus or Deficit	Publicly Owned/Privately Operated [1]	Surplus or Deficit	I.O.D. Sites [2]	Surplus or Deficit	School Open Space @ 50% [3]	Surplus or Deficit	County Regional Trails & Open Space [4]	Surplus or Deficit
1993	58,182	290	144.7	-145.3	59	-86.3	14 ac	-72.3	35 ac	-37.3	157.7	+120.4
2010	59,171	295	144.7	-150.3	59	-91.3	14 ac	-77.3	35 ac	-42.3	157.7	+115.4

PARKLAND STANDARDS EVALUATION @ 6 ac/1000

Year	Population	Park Standard 6 ac/1000	Existing City Parkland [5]	Surplus or Deficit	Publicly Owned/Privately Operated [1]	Surplus or Deficit	I.O.D. Sites [2]	Surplus or Deficit	School Open Space @ 50% [3]	Surplus or Deficit	County Regional Trails & Open Space [4]	Surplus or Deficit
1993	58,182	348	144.7	-203.3	59	-144.3	14 ac	-130.3	35 ac	-95.3	157.7	+62.4
2010	59,171	354	144.7	-209.3	59	-150.3	14 ac	-136.3	35 ac	-101.3	157.7	+56.4

1 Serrano Creek Equestrian Center (13.5 ac) / Lake Forest Golf and Practice Center (45.5 ac)
2 Serrano Park (11 ac) / Peachwood Park (3 ac)
3 Not under City control.
4 Based on information provided by Cotton Beland Associates. Acreage not useable for recreation facility development.
5 Includes 25.2 acres of privately owned open space at Lake Forest I & II Homeowner's Associations

DEMAND FOR RECREATION FACILITIES

The following table provide information on the demand for recreation facilities in Lake Forest based on 1993 population levels. As projections to the year 2010 anticipate insignificant growth potential, no future demand estimates were prepared. The following paragraphs describe the derivation and meaning of the Demand Analysis shown in the following table.

A. Per Capita Participation Days/Year

The demand for recreation facilities in the City of Lake Forest is based on a methodology developed by the Consultants over the course of numerous similar studies conducted in Southern California communities. A data base defining how often people participate in various recreation activities according to measures of their demographic characteristics such as age, household size and income levels was the basis for developing a profile of how often the residents of Lake Forest can be expected to participate in various types of sports and recreation according to their special socio-demographic attributes. The resulting participation rates are shown in the first column of the following table.

B. Peak Day Demand

The "peak day demand" shown in column two of the table is derived by multiplying the average annual per capita participation days by the total population in the City and making adjustments for location of activities in relation to participants' residences, whether they participate in public or private facilities, seasonality and standard measure of how much of the demand during the peak season can be expected to occur on an average peak day. This figure is shown in the second column.

C. Facilities Demand

The number of turnovers typical of each type of recreation facility on a peak day and the number of participants that the facility can accommodate on a peak day (as shown in columns three and four) are divided into the peak day demand to determine how many facilities are required to meet the demand at any given time during the peak day. The resultant number of facilities needed currently in the City of Lake Forest is shown in the fifth column of the following table.

D. Facility Need Ratio

By dividing the number of facilities needed into the current population in the City, the "facility need ratio" or facility standard for the City is determined. A similar analysis to determine facility standards under the assumption that certain facilities will be lighted is presented in the second table. The number of facilities needed is decreased significantly as lighting allows for more play time per facility (more turnovers per day).

These standards are applied in a subsequent chapter of this report to calculate the need for facilities in Lake Forest against which the existing inventory of these facilities (City-owned facilities, school facilities and private facilities) is compared to identify unmet facility demands in terms of the current population estimates (to identify those facilities for which the current deficits are the greatest).

The Master Plan Design Team has acquired data with respect to overall youth sports participation in selected sports and age distribution of children in youth sports age categories specifically for the City of Lake Forest. These data were used to adjust the demand for specific kinds of sports fields in the event that the methodology employed understated the number off facilities required.

DEMAND FOR FACILITIES BASED ON PARTICIPATION RATES IN RECREATION ACTIVITES

City of Lake Forest - Current (1993) Levels

Activity	Per Capita Participation Days/Year	Peak Day Demand (Participants)	Turnovers Per Day	Design Standard for Facility**	Number of Facilities Demanded (Assume Not Lighted)	Facility Need Ratio - City of Lake Forest
Softball Fields:						
Organized Youth	3.1	331	3x	18 players/field	6.1 fields	1/9,500 pop
Organized Adult	3.1	476	3x	20 players/field	7.9 fields	1/7,330 pop
Practice/Informal	3.1	418	3x	20 players/field	7.0 fields	1/8,360 pop
Baseball Fields:						
Organized Youth	6.0	1,014	3x	18 players/field	18.8 fields	1/3,100 pop
Practice/Informal	2.9	330	3x	9 players/field	12.2 fields	1/4,760 pop
Football						
Organized Games	1.2	368	5x	22 players/field	3.3 fields	1/17,400 pop
Soccer						
Organized Games	5.0	2,704	6x	22 players/field	20.5 fields	1/2,840 pop
Soccer/Football						
Practice/Informal	4.4	587	3x	11 players/field	17.8 fields	1/3,270 pop
Picnicking (Non-Group)	8.5	762	1.5x	4 persons/table	127 tables	1/460 pop
Tot Lots/Playgrounds	11.5	2,061	4x	20 persons/hour	25.8 areas	1/2,250 pop
Swimming (Pool)	8.8	773	2x	25 sq ft/swimmer	2.9 pools	1/19,900 pop
Tennis	4.2	383	6X	3 persons/court	21.3 courts	1/2,730 pop
Golf						
Courses	4.8	514	40x	3.8 persons/group	3.4 courses	1/17,200 pop
Driving Range	2.7	289	10x	20 persons/hour	1.4 ranges	1/40,300 pop
Basketball						
Adult	1.1	41	3x	10 players/court	1.4 courts	1/42,800 pop
Youth	1.4	52	3x	10 players/court	1.7 courts	1/33,600 pop
Practice/Informal	4.6	171	3x	10 players/court	5.7 courts	1/10,200 pop
Gymnastics	1.4	194	4x	30 persons/hour	1.6 rooms	1/36,000 pop
Jogging	13.2	449	1x	90 persons/mile	5.0 miles	1/11,700 pop
Bicycling	21.2	3,264	2x	23 bicycles/mile	71.0 miles	1/820 pop
Hiking/Walking	47.8	5,568	2x	24 persons/mile	116.0 miles	1/500 pop
Horseback Riding	6.0	482	2x	5 horses/mile	48.2 miles	1/1,208 pop
Volleyball	1.8	260	3x	12 persons/court	7.2 courts	1/8,050 pop
Racquetball/Handball	1.5	208	10x	2 persons/court	10.4 courts	1/5,600 pop
Exercise Course	5.3	1,110*	10x	20 persons/hour	5.6 courses	1/10,480 pop
Indoor Classes						
Adult	3.4	653 *	2x	30 persons/class	10.9 classrooms	1/5,350 pop
Youth	2.2	422 *	2x	30 persons/class	7.0 classrooms	1/8,300 pop
Total Classes					17.9 classrooms	1/3,250 pop

*Demand not adjusted for location or private vs. public facility

**For field sports, the number of players on the field per game allows for resting of fields.

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DEMAND FOR FACILITIES BASED ON PARTICIPATION RATES IN RECREATION ACTIVITES
City of Lake Forest - Current (1993) Levels

Activity	Per Capita Participation Days/Year	Peak Day Demand (Participants)	Turnovers Per Day	Design Standard for Facility**	Number of Facilities Demanded (Assume All Lighted)	Facility Need Ratio - City of Lake Forest
Softball Fields:						
Organized Youth	3.1	331	4x	18 players/field	4.6 fields	1/12,670 pop
Organized Adult	3.1	476	4x	20 players/field	5.9 fields	1/9,800 pop
Practice/Informal	3.1	418	4x	20 players/field	5.2 fields	1/11,150 pop
Baseball Fields:						
Organized Youth	6.0	1,014	4x	18 players/field	14.1 fields	1/4,130 pop
Organized Adult		108	4x	18 players/field	1.5 fields	1/38,800 pop
Practice/Informal	2.9	330	4x	9 players/field	9.2 fields	1/6,350 pop
Soccer						
Organized Games	5.0	2,704	8x	22 players/field	15.4 fields	1/3,800 pop
Soccer/Football						
Practice/Informal	4.4	587	4x	11 players/field	13.4 fields	1/4,360 pop
Tennis	4.2	383	8X	3 persons/court	16.0 courts	1/3,640 pop

*Demand not adjusted for location or private vs. public facility

**For field sports, the number of players on the field per game allows for resting of fields.

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NEEDS ASSESSMENT

PARK STANDARDS

The National Recreation and Park Association (NRPA) has established park standards for most types of recreation facilities. These standards indicate the number of facilities required based on population. For example, the NRPA standards show that one tennis court is required for every 2,000 people in the city. This is expressed as the ratio 1/2,000.

The NRPA standards were used as a base, but the park standards or "Facility Need Ratios" for Lake Forest were developed as previously described to reflect the specific characteristics of the City. The park standards established by other local communities and by major cities across the nation were reviewed in order to establish the most appropriate Facility Need Ratios for Lake Forest. Adjustments to this information were made based on community input. This information is included in the following table.

Other alternative approaches for defining Facility Need Ratios are discussed here to provide options for future updates of the Master Plan. Through an extended phone interview residents can be surveyed regarding the frequency that they participate in specific recreation activities. The resulting "participation rates" can be used as a basis for developing Facility Need Ratios. These ratios could lend more accuracy to existing recreation patterns in the City. Another valuable approach for determining need involves interviewing leaders of sports leagues to develop an understanding of their specific requirements.

CITY OF LAKE FOREST NEEDS ANALYSIS - 1993 ESTIMATE

Facility	Facility Need Ratio - City of Lake Forest	NRPA Standards	Kansas City	Washington D.C.	Dallas	Laguna Hills, CA	Capo Bay	Upland	Temecula	Corona	Rancho Mirage
Softball Fields:											
Organized Youth	**1/9,500**					1/6,800		1/7,100	1/7,300	1/11,000	1/8,200
Organized Adult	1/7,330	1/5,000	1/1,500	1/7,500	1/4-6,000	1/7,300	1/3,000	1/9,100	1/5,500	1/13,500	
Practice/Informal Play	**1/8,360**					1/6,500		1/6,500	1/5,400	1/5,400	1/12,300
Baseball Fields:											
Little League	**1/3,100**	N/A	1/3,000	1/7,500		1/4,500	1/5,000	1/5,000	1/4,500	1/9,900	1/12,000
Adult	1/29,000	1/5,000				1/27,200		1/22,700	1/8,000	1/40,000	1/47,900
Practice/Informal Play	**1/4,760**					1/7,900		N/A	1/6,000	N/A	N/A
Football											
Organized Games	1/17,400	1/20,000	1/4,000	1/20,000	1/4-6,000	1/17,400	1/15,000	1/25,350	1/11,600	1/12,000	1/14,500
Soccer Fields											
Organized Games	**1/2,840**	1/10,000				1/2,450		1/3,300	1/2,600	1/6,600	1/8,000
Soccer Fields/Football Fields											
Practice/Informal	**1/3,270**					1/2,800		1/3,700	1/2,500	N/A	N/A
Picnic Tables	1/460		1/125		1/300	1/475	1/1,000	1/500	1/345	1/525	1/525
Tot Lots/Playgrounds	1/2,250		1/1,000	1/1,000		1/2,000	1/5,000	2/2,200	1/1,350	N/A	1/10,900
Swimming Pools	1/19,900	1/20,000	1/5,000			1/19,900	1/20,000	1/38,000	1/16,300	1/37,000	1/29,600
Tennis Courts	1/2,730	1/2,000	1/1,500		1/2-4,000	1/2,700	1/2,000	1/2,500	1/3,200	1/2,800	1/2,300
Golf Courses	1/17,200	1/50,000			1/125,000	1/17,200		1/22,300	1/16,200	1/40,000	1/5,600
Driving Ranges	1/40,300	1/50,000				1/38,800		1/72,500	1/34,000		N/A
Basketball Courts											
Organized Adult (Gym)	1/42,800		1/1,000	1/2,500	1/100,000	1/42,800		1/36,200	1/33,600	1/60,000	1/17,800
Organized Youth (Gym)	1/33,600	1/5,000				1/36,200		1/47,100	1/27,700		
Practice/Informal (Outdoor)	1/10,200	1/10,000		1/7,500	1/3-6,000	1/11,000	1/1,500	1/12,400	1/8,300	1/20,000	
Jogging Paths (mi.)	1/11,700		1/2,000			1/11,900		1/11,200	1/13,900	1/18,000	1/14,500
Bicycling Paths (mi.)	1/820				L-1 Mile	1/870		1/1,000	1/610	1/2,000	1/2,100
Walking Paths (mi.)	1/500		1/4,000		2/10,000	1/500		N/A	1/550	N/A	N/A
Horse Trails (mi.)	1/1,280		1/6,250			1/1,200		N/A	1/1,500	N/A	N/A
Volleyball Courts	1/8,050	1/5,000	1/3,000			1/7,600	1/5,000	1/8,500	1/8,000	1/7,700	1/7,300
Racquet/Handball Courts	1/5,600	1/20,000	1/5,000			1/6,500	2/20,000	1/4,900	1/6,500	1/4,000	1/4,500
Exercise Courses	1/10,480					1/10,300		1/13,000	1/9,900	1/12,000	1/12,200

CITY OF LAKE FOREST NEEDS ANALYSIS - 1993 ESTIMATE

Facility	Facility Need Ratio - City of Lake Forest	NRPA Standards	Kansas City	Washington D.C.	Dallas	Laguna Hills, CA	Capo Bay	Upland	Temecula	Corona	Rancho Mirage
Indoor Classrooms*											
Adult	1/5,350			1/7,500		1/8,700			1/7,000	1/4,400	1/12,600
Youth	1/8,300					1/6,100			1/13,000	N/A	1/8,300
Total	1/3,250					1/3,600			1/4,500	1/2,500	1/3,200
Amphitheatre/Stage/Gazebo	1/20,000			1/50,000		1/20,000	1/20,000				
Archery	1/50,000	1/50,000		1/20,000		1/50,000	1/50,000				
Community/Clubhouse Facility	1/25,000				1/20-30,000	1/25,000	1/25,000				
Wading Pool	N/A					N/A	N/A				
Seniors Facility	1/40,000					1/40,000	1/40,000				
Shuffleboard	1/10,000		1/2,000	1/7,500		1/10,000	1/10,000				
Track	1/20,000	1/20,000		1/20,000		1/20,000	1/20,000				
Roller Hockey	N/A			1/20,000		N/A	N/A				
Horse Shoes	1/40,000		1/2,000	1/7,500		1/40,000	1/40,000				
BBQ (Group)	1/1,500					1/1,500	1/1,500				
Picnic Tables (Group)	1/1,000					1/1,000	N/A				
Picnic Shelter	1/5,000		1/2,000			1/5,000	1/1,000				
Gymnasium				1/20,000		1/23,000	N/A				
Auditorium				1/20,000		1/23,000	1/25,000				

* Classrooms average 500-800 sq. ft. for youth and adult classes.

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SURPLUSES AND DEFICIENCIES

The Facility Needs Ratios were compared to existing recreation facilities in Lake Forest in order to determine how well the residents are served by current conditions. On the following table, which documents the results of this study, each type of recreation facility is listed on the left side of the chart. The Facility Need Ratio listed in the second column from the left identifies the minimum standard established by the Master Plan Team. When this ratio is applied to each facility based on the population, a current need figure results, which is listed in the third column from the left. The remaining columns list existing facilities at parks, schools, and private facilities and identifies the surplus and deficit numbers resulting when existing facilities are compared to the current need figure.

Some school facilities are tabulated using a 50% credit because of their limited availability. Private facilities are also given partial credit due to the limited areas that they serve. The column on the far right details the total surplus and deficit number for each type of facility.

CITY OF LAKE FOREST NEEDS ANALYSIS - 1993 ESTIMATE

Facility	Facility Need Ratio - City of Lake Forest	1993 Needs	Existing City/Public Facilities	Surplus/ Deficit (-)	School Facilities Available (50%/100%)	Total School Facilities Available	Surplus/ Deficit(-)	Existing Private Facilities (%)	Total Private Facilities Available	Total Surplus/Deficit(-)
Softball Fields: Organized Youth	1/9,500	6 5	-0-	-6	4(100)	4	-2	-0-	-0-	-2
Organized Adult	1/7,300	8 6	-0-	-8	2(50)	1	-7	1(4%)	-0-	-7
Practice/Informal Play	1/8,360	7 5	1	-6	-0-(100)	-0-	-6	-0-	-0-	-6
Baseball Fields: Little League/Pony	1/3,100	19 14	4	-15	6(100)	6	-9	-0-	-0-	-9
Senior	1/29,000	2 2	-0-	-2	2(100)	2	-0-	-0-	-0-	-0-
Practice/Informal Play	1/4,760	12 9	-0-	-12	11(100)	11	-1	-0-	-0-	-1
Football Organized Games	1/17,100	3	-0-	-3	1(100)	1	-2	-0-	-0-	-2
Soccer Fields Organized Games	1/2,840	21 15	2	-19	11(100)	11	-8	-0-	-0-	-8
Soccer Fields/ Football Fields Practice/Informal	1/3,270	18 13	-0-	-18	1(100)	1	-17	-0-	-0-	-17
Picnic Tables	1/460	127	47	-80	-0-(50)	-0-	-80	50(38%)	19	-61
Tot Lots/Playgrounds	1/2,250	26	17	-9	15(50)	8	-1	14(42%)	6	5
Swimming Pools	1/19,900	3	-0-	-3	1(50)	1	-2	20(43%)	9	7
Tennis Courts	1/2,730	21 16	7	-14	13(50)	7	-7	32(40%)	13	6

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CITY OF LAKE FOREST NEEDS ANALYSIS - 1993 ESTIMATE

Facility	Facility Need Ratio - City of Lake Forest	1993 Needs	Existing City/Public Facilities	Surplus/ Deficit (-)	School Facilities Available (50%/100%)	Total School Facilities Available	Surplus/ Deficit(-)	Existing Private Facilities (%)	Total Private Facilities Available	Total Surplus/Deficit(-)
Golf Courses	1/17,200	3	1	-2	-0-(50)	-0-	-2	-0-	-0-	-2
Driving Ranges	1/40,300	1	1	-0-	-0-(50)	-0-	-0-	-0-	-0-	-0-
Basketball Courts Organized Adult (Gym)	1/42,800	1	-0-	-1	-0-(50)	-0-	-1	-0-	-0-	-1
Organized Youth (Gym)	1/33,600	2	-0-	-2	1(100)	1	-1	-0-	-0-	-1
Practice/Informal	1/10,200	6	8-1/2 / 1-full	-1	4-1/2 / 40-full(50)	21	20	10 (37%)	4	24
Gymnastics (Gym)	1/36,000	1	-0-	-1	1(50)	1	-0-	-0-	-0-	-0-
Jogging Paths (mi.)	1/11,700	5 mi	8 3 mi	3 3 mi	-0-	-0-	3 3 mi	-0-	-0-	3 3 mi
Bicycling Paths (mi.)	1/820	71 mi	26 3 mi	-44 7 mi	-0-	-0-	-44 7 mi	-0-	-0-	-44 7 mi
Walking Paths (mi.)	1/500	116 mi	32 mi	-84 mi	-0-	-0-	-84 mi	-0-	-0-	-84 mi
Horse Trails (mi.)	1/1,208	48 mi	8 3 mi	-39 7 mi	-0-	-0-	-39 7 mi	-0-	-0-	-39 7 mi
Volleyball Court	1/8,050	7	6	-1	1(50)	1	-0-	4(33%)	1	1
Racquet/Handball Courts	1/5,600	10	6	-4	8(50)	4	-0-	1(1%) Paddle Tennis	-0-	-0-
Exercise Courses	1/10,480	6	1	-5	1(50)	1	-4	-0-	-0-	-4
Classrooms* Adult	1/5,350	11	-	-	(50)	-	-		-	-
Youth	1/8,300	7	-	-	(50)	-	-		-	-
Total	1/3,250	18	-0-	-18	318(50)	159	141	10(16%)	1	142
Amphitheatre/Stage/Gazebo	1/20,000*	3	-0-	-3	-0-	-0-	-3	1(23%)	1	-2
Archery	1/50,000*	1	-0-	-1	-0-	-0-	-1	-0-	-0-	-1
Community/Clubhouse Facility	1/25,000*	2	-0-	-2	-0-	-0-	-2	10(16%)	1	-1
Wading Pool	N/A	-	-0-	-	-0-	-0-	-	4(32%)	1	1
Seniors Facility	1/40,000*	1	-0-	-1	-0-	-0-	-1	5(2%)	-0-	-1

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Facility	Facility Need Ratio - City of Lake Forest	1993 Needs	Existing City/Public Facilities	Surplus/ Deficit (-)	School Facilities Available (50%/100%)	Total School Facilities Available	Surplus/ Deficit(-)	Existing Private Facilities (%)	Total Private Facilities Available	Total Surplus/Deficit(-)
Shuffleboard	1/10,000*	6	-0-	-6	-0-	-0-	-6	7(10%)	1	-5
Track	1/20,000*	3	-0-	-3	2(50)	1	-2	-0-	-0-	-2
Roller Hockey	N/A	-	-0-	-	-0-	-0-	-	-0-	-0-	-0-
Horse Shoes	1/40,000*	1	-0-	-1	-0-	-0-	-1	-0-	-0-	-1
BBQ (Group)	N/A	-	4	4	-0-	-0-	4	2(1%)	-0-	4
BBQ (Individual)	1/1,500*	39	12	-27	-0-	-0-	-27	22(36%)	8	-19
Concession Stand	N/A	-	-0-	-	-0-	-0-	-	1(33%)	-0-	-0-
Picnic Tables (Group)	N/A	-	8	8	-0-	-0-	8	4(1%)	-0-	8
Picnic Shelter	1/5,000*	12	3	-9	-0-	-0-	-9	2(27%)	-0-	-9
Restrooms	N/A	-	1	1	-	-	1	28(41%)	11	12
Maintenance Structure	N/A	-	-0-	0	0	0	0	6(31%)	2	2
Bike Racks	N/A	-	83	83	± 250(50)	± 125	± 208	12(36%)	4	± 212
Interpretive Opportunities	N/A	-	6	6	-0-	-0-	6	2(31%)	1	7
Equestrian Facility	N/A	-	6	6	-0-	-0-	6	1(100%)	1	7

*Unadjusted NRPA Standard (questions not asked on survey/workshop-no indication/reason to adjust)

-not lighted

-lighted

SERVICE AREAS

Currently the Lake Forest park system consists of only one community park and several neighborhood parks. Neighborhood parks typically serve an immediate residential area, usually within a half mile walking distance, and provide for daily recreation needs. Facilities at neighborhood parks typically include open play fields, walks, benches, picnic tables, tot lots, and elementary-age play areas. Community parks are typically larger in size than neighborhood parks and include major destination oriented recreation facilities such as a community center, baseball and soccer fields, and tennis courts. A community park is usually centrally located in the City to serve the entire community.

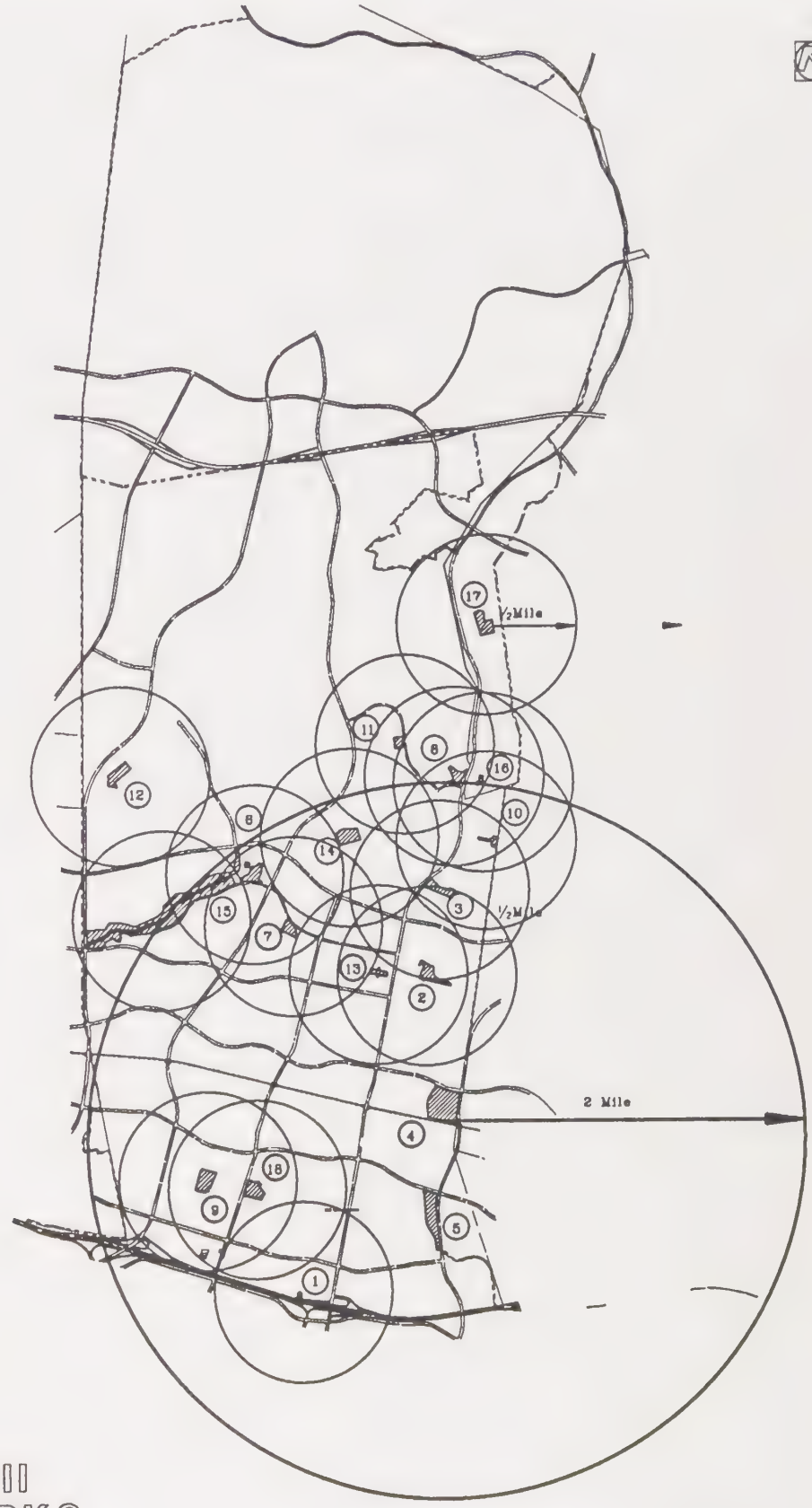
On the Service Radius Map that follows, a half mile radius is drawn around each of the neighborhood park sites indicating the potential area served by each park. Recreation space is located within a half mile of the great majority of Lake Forest residents, so parkland is well distributed throughout the City. A two mile service radius is drawn around the community park indicating its service to primarily the southern portion of the City.

CITY PARKS

1. Cavanaugh Mini Park (0.2 ac.)
2. Cherry Park (4.5 ac.)
3. Darrin Park (3.1 ac.)
4. El Toro II (upper) (12.4 ac.)
5. El Toro Park I (10.0 ac.)
6. Heritage Hill Historical Park and Museum
7. Lake Forest Park (2.3 ac.)
8. Montbury Park (3.5 ac.)
9. Mountain View Park (5.3 ac.)
10. Pebble Creek Park (1.9 ac.)
11. Pittsford Park (10.0 ac.)
12. Rancho Serrano Park (5.1 ac.)
13. Ranchwood Park (1.9 ac.)
14. Rimgate Park (5.0 ac.)
15. Serrano Creek Park (44 ac.)
16. Sundowner Park ((0.8 ac.)
17. Vintage Park (4.8 ac.)
18. Village Pond Park (4.7 ac.)

½ Mile — Neighborhood Park 11/2 Mile Service Radius

2 Mile — Community Park 2 Mile Service Radius



SERVICE RADII
EXISTING PARKS
GENERAL PLAN RECREATION ELEMENT
CITY OF LAKE FOREST

RJM DESIGN GROUP, INC.
PLANNING AND LANDSCAPE ARCHITECTURE

PROGRAMS

10.0 RECREATION PROGRAMS

Recreation programs are an important service that the City of Lake Forest can provide for its citizens. Lake Forest is a new City in the process of developing a long term approach for offering quality recreation programs for all ages. Currently, locations for some types of programs, such as arts and crafts and large group meetings are limited in the City; but the proposed community center will eventually provide a focal point for most program offerings in the future. Until that time, existing parks, schools, and private facilities will be used for City programs.

10.1 EXISTING PROGRAMS

In order to understand the full range of recreation program needs in the City, the City Staff developed a list of programs offered by other agencies private concerns. Residents have access to a surprisingly wide variety of programs offered by the Saddleback Valley Unified School District's Recreation Department and Adult Education Department. Other programs are offered by private businesses and the wide variety of youth sports groups in the area. Current programs serve all age groups, from tiny tots to Senior Citizens. Some programs are held in the City of Lake Forest, others are offered in adjacent cities.

The table of existing programs is divided into four categories: sports related programs, education and entertainment, human services, and cultural arts. Sports related programs comprise the largest category with a large range of opportunities for school age children. According to the youth sports leaders, baseball, softball and soccer have very high rates of participation. Adults are currently served by sports leagues and classes although the variety of offerings is much less for adults than for children.

The education and entertainment category also serves all ages. Most of these programs take place outside the City.

Youth are served by SVUSD Recreation Department offerings as well as by some privately offered programs for music and reading, but this age group could benefit by a wider variety of programs offered more conveniently at City locations. Adults are well served by programs offered by the SVUSD Adult Education Department, and these programs are typically located at El Toro High School. Senior Citizens also have some important programs offered by Adult Education as well as a wealth of programs offered by the Laguna Hills Senior Center located at Willow Tree Center at Moulton Parkway and El Toro Road.

The human services category includes a variety of services for the community, many of them provided by private organizations. There are charities providing food, shelter, counseling, and other basics for people in need. Programs on health issues are offered by the Saddleback Hospital and by Adult Education. Programs for the disabled are provided by Goodwill Industries and the school district. (Drug and gang education and prevention programs are provided for school age children by the Sheriff's Department.) Seniors are served with human services programs offered by the Laguna Hills Senior Center. Adult Education offers a discussion group for teens and a parenting class for teens, but more programming for teens is needed.

Cultural arts opportunities within Lake Forest are limited suggesting a great need in the City. Some dance and drama classes are offered by the School District, but they are primarily held outside the City. Arts related programs offered within the City could provide a great service to residents.

10.2 PRIORITIES FOR FUTURE PROGRAMS

A. Teens and Youth

Programs for youth and teens are a top priority in Lake Forest. Particularly related to public safety issues, such as gang prevention, at risk youth programs, neighborhood playground programs, etc. Public safety related recreation and outreach programming should be coordinated with law enforcement, probation and other appropriate agencies. Programs could potentially be offered at school sites until classrooms in community and neighborhood centers are available.

Programs for teens can include:

- Human services--peer counseling, hot line, scholarships
- Community service--teen volunteer program for helping at civic activities, holiday events for younger children, park and trail clean up days
- Education--babysitting training, self defense, arts and crafts
- Social programs--dances, excursions, summer activities, music listening
- Sports programs--5 and 10k runs, bike rides

Programs for younger school age children and also for preschool children could include:

School Age Children	Preschool Children
After school care	Day care
Sports clubs and classes	Gymboree
Holiday programs	Holiday programs
Summer activities	Story time
Education programs	My parent and me classes
Cultural arts programs	Cultural arts programs

B. Senior Citizens

The Laguna Hills Senior Center is available to the citizens of Lake Forest, but due to the distance many older adults are unable to take advantage of the wide variety of programs offered at this center. The City is interested in offering affordable recreation programs that supplement those offered by the Senior Center and by Adult Education. These programs could include social activities such as dances, bingo, education and entertainment classes, such as arts and crafts, cooking, financial planning, trips and tours, and human services programs.

C. Adults

A wider variety of programs is needed for adults. Parenting workshops, recreational sports, crafts, health classes and networking programs would be valuable offerings for adults. Community input from the workshops indicated that bike/hiking/nature trails were important in the City. Associated with the trails is a potential for programs for all ages relating to trail use, such as guided nature walks, bike tours and races, competitive runs, and classes on trail safety and etiquette.

D. Cultural Arts

Cultural arts programs can fill an important need within the City. The proposed Community Center will be a multi-purpose facility that may include a stage, although this building will not be a performing arts theater. This facility can provide a place for fine art classes and exhibits, music, dance, and drama classes. The proposed Community Park can be the focal point for an annual community events such as Christmas caroling, 4th of July celebrations, etc.

10.3 METHODS FOR DEVELOPING PROGRAMS

In order to develop a successful recreation program in Lake Forest, multi-purpose rooms and classrooms need to be developed. In the short term, the City's best opportunity for addressing the immediate need is to utilize vacant commerical space. In the long term, the proposed community and neighborhood centers will provide the ideal location for all types of programs.

The City of Lake Forest has more than one option for providing programs for its residents of Lake Forest. One of these options includes contracting with the SVUSD Recreation Department to offer programs in the City. Another option is for the Department to increase its staff in order to develop an array of programs. All potential options for addressing program needs in the City will be evaluated by the City.

Funding is another important aspect of recreation programs. Some programs may be supported solely by tax dollars. Programs with high social significance to the community, such as teen activities to discourage gang activity, could be funded in this way. Other programs, such as youth sports, may be partially funded by tax dollars and partially funded by team fees. Special interest programs, such as arts and crafts, can be wholly supported by user fees.

PARKS AND RECREATION
CITY OF LAKE FOREST

LIST OF PRIVATE CONCERNS THAT OFFER PROGRAMS

October 12, 1993

The following list compiled by the City Staff illustrates the wide variety of recreation programs and activities available to residents of the City of Lake Forest. These activities are not necessarily offered within the City limits, but are within the general vicinity. This list is not intended to be all incompassing, but rather to give the general public an idea of the wide variety of activities and programs available and/or the organization that offers them.

SPORTS RELATED PROGRAMS

Aerobics

El Toro Physical Fitness Center
24356 Muirlands Blvd., Lake Forest
(714) 581-6622

World Gym Lake Forest
22600 Lambert #1204, Lake Forest
(714) 770-2271

SVUSD Recreation Department
District Offices
25631 Diseno Dr., Mission Viejo

Baseball

American Amateur Baseball Congress
24171 Fairway Ln., Coto De Caza
(310) 904-7891 / Douglas LaFevre

El Toro Pony Baseball
25422 Trabuco Rd. #105-164, Lake Forest
(714) 588-1854 / Glenn Glasshagel

Lake Forest Little League
25422 Traabuco Rd., #105-472, Lake Forest
Clint Mayers-President

Saddleback Little League
P.O. Box 502, Lake Forest
(714) 770-2074 / Harold Midence

Basketball

SVUSD Recreation Department
El Toro High School
25255 Toledo Way, Lake Forest
(714) 586-6333

Bicycling

Bicycles Etc.
24844 Muirlands Blvd., Lake Forest
(714) 581-8900

Billards

Big Shots
23512 El Toro Rd., Lake Forest
(714) 830-2255

Plush Pocket Billard Club
24356 Swartz Rd., Lake Forest
(714) 951-7665

Bowling

Forest Lanes Bowling Center
22771 Centre Dr., Lake Forest
(714) 770-0055

Saddleback Lanes
25402 Marguerite Parkway, Mission Viejo
(714) 586-5300

Disabled Program

SVUSD Department of Adult Education
Esperanza School
25121 Pradera, Mission Viejo
(714) 830-5476

Flag Football

South Orange County Sports Men's League
Ric Nichols (714) 380-7267

Flag Football - continued

SVUSD Recreation Department
Glen Yermo Elementary
26400 Trabuco Rd., Mission Viejo

Football

Saddleback Valley Pop Warner
Mike Morales (714) 951-3229

SVUSD Recreation Department
La Paz Intermediate School
25151 Pradera Drive, Mission Viejo
(714) 768-0981

Golf

18 Holes

Casta del Sol
27601 Casta del Sol, Mission Viejo
(714) 581-0940

The Links at Monarch Beach
23841 Stonehill Drive, Laguna Niguel
(714) 240-8247

SVUSD Recreation Department
Lake Forest Golf & Practice Center
23308 Cherry Ave., Lake Forest
(714) 859-1455

Los Alisos Intermediate Day Camp
25171 Moor Ave., Mission Viejo
(714) 768-0981

Gymnastics

Mission Viejo Gymnastic Center
23722 Via Fabricante, Mission Viejo
(714) 830-7252

Gymnastics - continued

U.S. Gymnastics Training Center
26631 Cabot Rd., Laguna Hills
(714) 830-7252

Horseback Riding

Serrano Creek Ranch Equestrian Center
25201 Trabuco Rd., Lake Forest
(714) 768-5891

Inline Skating

SVUSD Recreation Department Day Camp
La Paz Intermediate School
25151 Pradera Drive, Mission Viejo
(714) 768-0981

Martial Arts

Japan Karate Association
23201 Orange Ave., Lake Forest
(714) 855-0285

Karate Institute of America
22622 Lambert, Lake Forest
(714) 581-9040

Martial Arts Health & Fitness Center
24301 Muirlands Blvd., Lake Forest
(714) 855-0210

United Studios of Self Defense
25381 Alicia Parkway, Laguna Hills
(714) 770-0959

SVUSD Recreation Department
Japan Karate Association
23201 Orange Ave., Lake Forest
(714) 855-0285

Racquetball

Pay -n- Play Racquetball
24412 Muirlands Blvd., Lake Forest
(714) 583-1959

Roller Hockey

SVUSD Recreation Department
La Paz Intermediate School
25151 Pradera Drive, Mission Viejo
(714) 768-0981

Slow Pitch Softball

SVUSD Recreation Department
25631 Diseno Dr., Mission Viejo
(714) 768-0981

Soccer

AYSO-Region 85
Roland Ramirez (310) 593-6114

Mission Viejo Pateadores Soccer Club
James Hutchinson (714) 830-4656

Saddleback Mini Soccer League
Joe Laverde (714) 262-5311

Saddleback Valley Soccer Club
Harold Midence (714) 586-9121

Triad Soccer Club
Mike Dunn (714) 586-8534

SVUSD Recreation Department
La Paz Intermediate School
25151 Pradera Drive, Mission Viejo
(714) 768-0981

Swimming

El Toro High School
25255 Toledo Way, Lake Forest
(714) 586-6333

SVUSD Recreation Department
Esperanza School
25152 Pradera, Mission Viejo
(714) 768-0981

Tennis

American Youth Tennis Foundation
2033 Lake Forest Dr., Lake Forest
(714) 454-8577

SVUSD Recreation Department
District Offices
25631 Diseno Dr., Mission Viejo
(714) 768-0981

Track and Field

SVUSD Recreation Department
District Offices
25631 Diseno Dr., Mission Viejo
(714) 768-0981

Volleyball

SVUSD Recreation Department
Alicia Park Sand Courts
(714) 768-0981

Weight Training

El Toro Physical Fitness Center
24356 Muirlands Blvd., Lake Forest
(714) 581-6622

World Gym Lake Forest
22600 Lambert #1204, Lake Forest
(714) 770-2271

Weight Training - continued

SVUSD Recreation Department
El Toro High School Wrestling Camp
25255 Toledo Way, Lake Forest
(714) 768-0981

EDUCATION AND ENTERTAINMENT PROGRAMS

After School

SVUSD Recreation Department
District Offices
25631 Diseno Dr., Mission Viejo
(714) 768-0981
At Various Locations

Arts and Crafts

SVUSD Recreation Department
District Offices
25631 Diseno Drive, Mission Viejo
(714) 586-1234

Laguna Hills High School
25401 Paseo de Valencia, Laguna Hills
(714) 768-0981

Bingo

El Toro High School
25255 Toledo Way, Lake Forest
(714) 586-6333

Laguna Hills Senior Center
24310 Moulton Pkwy., Suite C, Laguna Hills
(714) 707-2620

Bridge

Laguna Hills Senior Center
24310 Moulton Pkwy., Suite C, Laguna Hills
(714) 707-2620

Community Band

SVUSD Department of Adult Education
La Paz Intermediate School
25151 Pradera Drive, Mission Viejo
(714) 768-0981

Computers

SVUSD Department of Adult Education
La Paz Intermediate School
25151 Pradera Drive, Mission Viejo
(714) 768-0981

Laguna Hills High School
25401 Paseo de Valencia, Laguna Hills
(714) 768-0981

Silverado Continuation School
25632 Diseno Dr., Mission Viejo

Trabuco High School
27501 Cordova, Mission Viejo

(714) 837-8830

Cooking

SVUSD Department of Adult Education
El Toro High School
25255 Toledo Way, Lake Forest

Laguna Hills High School
25401 Paseo de Valencia, Laguna Hills
(714) 768-0981

Los Alisos Elementary School
25171 Moor Ave., Mission Viejo

Store for Cooks
30100 Town Center Drive, Laguna Niguel

(714) 837-8830

Day Camp

SVUSD Recreation Department
District Offices
25631 Diseno Drive, Mission Viejo
(714) 768-0981

Dancing

SVUSD Recreation Department
Ballet Conservatory
66 Argonaut, Laguna Hills

Cielo Vista Elementary
21811 Ave de las Funadores, Rancho Santa Margarita

Laguna Dance Theatre
23854 Via Fabricante F-3, Mission Viejo

La Paz Intermediate School
25151 Pradera Drive, Mission Viejo

(714) 768-0981

Dog Obedience

SVUSD Recreation Department
District Offices
25631 Diseno Drive, Mission Viejo
(714) 768-0981

Drama

Children's Theatre Workshop
23822 Sycamore Dr., Mission Viejo
(714) 581-5402

West Coast Performing Arts Center
23581 Madero, Mission Viejo
(714) 588-5805

Exhibits, Festivals and Fairs

Laguna Niguel City Hall
27821 La Paz Road
(714) 362-4300

Mission Viejo Mall
27000 Crown Valley Pkwy.
(714) 364-1771

San Juan Capistrano City Hall
32400 Paseo Adelanto
(714) 493-1171

Foreign Language

SVUSD Department of Adult Education
25401 Paseo de Valencia, Laguna Hills
(714) 837-8830

Gardening

Laguna Hills Nursery
25290 Jeronimo Rd., Lake Forest
(714) 830-5653

McFadden Farms
20683 Canada Rd., Lake Forest
(714) 770-5301

Nukase Brothers Wholesale Nursery
20571 Canada Rd., Lake Forest
(714) 855-4388

Interior Design

SVUSD Recreation Department
District Offices
25631 Diseno Drive, Mission Viejo
(714) 768-0981

Movies

Edward's Theatres
23633 El Toro Rd., Lake Forest
(714) 581-9500

Saddleback Plaza Cinemas
Saddleback Plaza, Lake Forest

(714) 581-5880

Music

Instrumental
The Music House
23819 El Toro Rd., Lake Forest
(714) 581-1960

SVUSD Recreation Department
Los Alisos Intermediate
25171 Moor Ave., Lake Forest

Rancho Canada Elementary
21801 Winding Way, Lake Forest
(714) 768-0981

Vocal

Candace Thompson School of Music
25571 Forestwood, Lake Forest
(714) 380-1740

Gene Robinson Studio
22032 Lakeland Ave., Lake Forest
(714) 454-8838

Parenting

SVUSD Department of Adult Education
Trabuco Hills High School
27501 Cordova, Mission Viejo

Silverado Continuation School
25632 Diseno Dr., Mission Viejo
(714) 837-8830

Photography

SVUSD Department of Adult Education
25401 Paseo de Valencia, Laguna Hills
(714) 837-8830

Reading Improvement

Brittanica Learning Center
25401 Cabot Rd., Laguna Hills
(714) 768-7766

Silverado Learning Center
25542 Jeronimo Road, Mission Viejo

SAT Test Preparation

SVUSD Department of Adult Education
25401 Paseo de Valencia, Laguna Hills
(714) 837-8830

Laguna Hills High School
25401 Paseo de Valencia, Laguna Hills
(714) 837-8830

Sewing

SVUSD Department of Adult Education
El Toro High School
25255 Toledo Way, Lake Forest
(714) 837-8830

Sightseeing

Sports Events

Summer Camp

SVUSD Recreation Department
District Offices
25631 Diseno Drive, Mission Viejo
(714) 768-0981

Window Shopping

Laguna Hills Mall
24277 Laguna Hills Mall, Laguna Hills
(714) 581-0927

HUMAN SERVICES

Community Services

South Orange County Community Services Council
P.O. Box 3112
Mission Viejo, CA 92690
(714) 364-6636

Youth and Teen

Boy Scouts
(714) 546-4990

Girl Scouts Council of Orange County
(714) 979-7900

Camp Fire, Inc.
(714) 838-9991

Senior Citizens

Home Helping Hands
23547 Moulton Parkway, Aliso Viejo
(714) 951-0061

Laguna Hills Senior Center
24310 Moulton Pkwy, Aliso Viejo
(714) 380-0155

Orange County Senior Services
24932 Oso Viejo, Mission Viejo
(714) 348-2063

South County Senior Services
407 N. El Camino Real
San Clemente, CA 92672

Disabled

Goodwill Industries Project Scope
23421 Southpointe Drive, Laguna Hills
(714) 588-7428

Charities

Adopt-A-Neighbor
25651 Taladro Circle, Suite H
Mission Viejo, CA 92691
(714) 581-6802

Lutheran Social Service Thrift Shop #3
23532 El Toro Rd., Lake Forest
(714) 768-0405

Saddleback Community Enterprises
22331 El Toro Rd., Suite A, Lake Forest
(714) 581-7112

Saddleback Community Outreach
23011 Moulton Pkwy, Laguna Hills
(714) 380-8144

Health Education

Laguna Hills Hospital
24552 Pacific Park, Laguna Hills
(714) 831-1800

Youth Employment

Employment Development Department
23456 Madero
Mission Viejo, CA
(714) 588-3900

Social Security Assistance

Chet Holifield Federal Building
5th Floor, 24000 Avila Road
Laguna Niguel, CA
(800) 772-1213

CULTURAL ARTS

Concerts

Irvine Meadows Amphitheater
8808 Irvine Center Drive
Irvine, CA
(714) 855-4515

Symphonies

Orange County Performing Art Center
600 Town Center Drive
Costa Mesa, CA
(714) 556-2787

ADDITIONAL PHONE NUMBERS

Lake Forest/El Toro Chamber of Commerce
25431 Trabuco Road, Suite 2
Lake Forest (714) 581-4545

South Orange County Chamber of Commerce
25431 Cabot Road, Suite 205
Laguna Hills (714) 837-3000

Saddleback Valley Unified School District
25631 Diseno Drive
Mission Viejo (714) 586-1234

Library
24672 Raymond Way
Lake Forest (714) 855-8176

Post Office
24522 Raymond Way,
Lake Forest (714) 837-1220